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ABSTRACT

Testimony was heard from two panels concerning: (1) child care as a supportive service designed to ensure parents' access to education, job training, and the labor market; and (2) the effectiveness of federal programs in administering to child care needs. Witnesses appearing in the first panel described (1) experience as a single parent; (2) experience as a displaced homemaker participating in a displaced homemaker program, (3) operations of a program unit of the national Displaced Homemakers' Network; (4) the value of the Job Training Partnership Act (JTPA), (5) the needs of programs serving the rural and migrant poor, who work mainly in the agricultural sector; and (6) child care funding needs in Florida, particularly those of teenage parents. Witnesses in the second panel (1) described the operation of a Florida community child care agency in regard to State and Federal programs; (2) argued that adequate child care is an economic productivity problem and inadequate child care is a major barrier to employment for the poor, economically depressed, and lower middle class; (3) discussed the impact of poverty and the demise of the extended family on single parent women and a method for helping these women become self-sufficient; and (4) described experiences of the Early Childhood Development Association in providing child care to parents served under the Refugee Resettlement Act. A magazine article overviewing day care in the United States circa 1985 is appended. (RH)

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CHILD CARE—SUPPORTIVE SERVICES

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HEARING

BEFORE THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

NINETY-NINTH CONGRESS

FIRST SESSION

ON

EXAMINING THE ROLE OF CHILD CARE AS A SUPPORTIVE SERVICE TO ENSURE ACCESS TO EDUCATION, JOB TRAINING, AND THE LABOR MARKET

DECEMBER 2, 1985

FORT LAUDERDALE, FL

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CHILD CARE—SUPPORTIVE SERVICES

MONDAY, DECEMBER 2, 1985

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Fort Lauderdale, FL.

The subcommittee met at 10:44 a.m., in conference rooms 8-A and 8-B, Broward County Main Library, 100 South Andrews Avenue, Fort Lauderdale, FL, Senator Paula Hawkins (chairman of the subcommittee) presiding.

Present: Senator Hawkins.

OPENING STATEMENT OF SENATOR HAWKINS

Senator HAWKINS. Welcome. Today we will examine a topic of increasing importance in a world where the demands on the family have gone through rapid change.

Since the 1950's, our country has gone through many changes that have strongly influenced the family. The family structure, as we once knew it, has been realigned. The economic reasons and the increased need for quality child care are a marvelous reason for all of you to be here today to give us recommendations on how to tailor child care programs to work best for those who receive the services.

Families have become so mobile. For example, your grandmother may not live across the street, and your aunts and uncles may not live in the same county, so they cannot come to your rescue when you need support. We can only look to ourselves for support of our families.

The structure of the nuclear family is going through a lot of changes. We have seen evidence of that in the eighties.

Nationally, in 1984, one out of every five children lived in a single-parent family.

It is predicted that by 1990, which is just 5 years from now, fully one-fourth of our children will be living in families where the sole support and sole nurturer is a single parent.

Even in the traditional family, it is often necessary for both parents to be employed.

One result of these changes has been a vastly increased number of women in the work force. The majority of these women are working to support themselves and their families.

A study done in 1983 showed that two-thirds of the women in the labor force were single, widowed, divorced, or had husbands who

earned less than $15,000. Their incomes were their sole source of support.

Another significant social change that has affected the family and stimulated the need for child care has been the desire of the mature adult to return to school.

Parents who did not have the opportunity to complete high school or college are enrolling in very large numbers and, in fact, I am told that the older adults account for one of the largest new groups of students on college and university campuses today. It is interesting when you think about how America changes.

For many, the desire to work and become better trained and educated is just a matter of survival.

For some, it is a matter of self-improvement or progressing to a higher standard of living than that of their parents and contributing in a more meaningful way to our Nation. But, regardless of the reason, the parents who are returning to work and to school are following the American dream—the dream to be able to care for themselves and their families, to achieve and improve their financial status, and to be the best-informed and most productive people that they can be.

We have been stressing productivity and competitiveness in trade with foreign countries, and I find that it is really catching on at the local level. If we are going to be more productive and more competitive than other nations, we all have to have those qualities of self-improvement and self-sufficiency rekindled in ourselves.

Now, if we want to promote the values of honest work and self-sufficiency, and of keeping parents and children together in the family unit and financially afloat so that they can stay together, we must address the support services needed by parents, workers, and students. One such service is child care.

Our first panel will focus on child care as a supportive service to ensure access to education, job training, and the labor market.

Our first panel member is Shirley Grandys, a participant in a displaced homemaker program in Bradenton, FL. She has traveled across the State today, and we thank her for that.

In Florida, 51 percent of the mothers with children under the age of 6 work outside the home. Many of these children are under 1 year old; 65 percent of those with children over the age of 6 work. Let me stress that again: 65 percent with children over the age of 6 work.

In our State, one out of six children live in families headed by single parents, and many of the women are displaced homemakers. Women who go through the death of a loved one or a divorce are suddenly put into the position of having to earn wages to support themselves and their families.

Our second witness is Margot Joynes, who is the director of the New Options Center in Bradenton, FL. The New Options Center is a part of the national Displaced Homemakers' Network.

The third witness is Barbara Mainster, the State program director of Redlands Christian Migrant Association, and president of the Florida Childcare Providers Forum. We have heard great compliments about your work.

The final member of our first panel is Jack Levine, director of the Florida Center for Children and Youth, in Tallahassee, FL. One

of Mr. Levine's special concerns is ensuring that the very youngest of our mothers receive adequate education and job training

Last year in Florida, one in every nine babies was born to a teenage mother, and 90 percent of those babies will be raised in poverty homes. I am told that most of these parents will not complete high school unless there is some kind of intervention.

Shirley, we will hear from you first.

STATEMENTS OF SHIRLEY GRANDYS, A PARTICIPANT IN NEW OPTIONS, A DISPLACED HOMEMAKER PROGRAM IN BRADENTON, FL; MARGOT JOYNES, DIRECTOR, NEW OPTIONS CENTER, BRADENTON, FL, PART OF THE NATIONAL DISPLACED HOMEMAKER NETWORK; BARBARA MAINSTER, STATE PROGRAM DIRECTOR, REDLANDS CHRISTIAN MIGRANT ASSOCIATION, AND PRESIDENT, FLORIDA CHILDCARE PROVIDERS FORUM, IMMOKALEE, FL; AND JACK LEVINE, DIRECTOR, FLORIDA CENTER FOR CHILDREN AND YOUTH, TALLAHASSEE, FL

Ms. GRANDYS. My name is Shirley Grandys, and I am a displaced homemaker and a single parent, and I have completed a lifework planning and employability workshop run by the New Options Center in Bradenton.

I have decided, based upon my skills, that I want a career as a paralegal and, for this career, I will need to attend the local community college for 72 credit hours. All I am looking forward to now is becoming a college student, but it has been a long time coming because of my single-parent status. I have had to postpone my education for years.

I married just after high school and, between the years of 1961 and 1969, I gave birth to four children, three daughters and one son, and most of the time throughout the years, I have worked at part-time jobs to supplement family income. And there again it was kind of maneuvering things around to fit times when there was either the other parent at home to watch the children, or while the children were in school. But then in 1975, when my last daughter went to school, and I tried to find a full-time job, I really found that I was not qualified for anything that was decent paying and, therefore, I was kind of stuck, going back and forth in jobs that just did not pay enough—the very menial type positions.

In 1979, I separated from my husband, who is an alcoholic and who was very abusive to my children, beating them up quite regularly. I was then stuck being a single parent with no skills to get me a decent paying job. So I maintained two jobs to support myself and my children, one from about noon until 6 during the day, and the other from about 11:30 at night until about 7:30 in the morning, not to mention that the cost of child care for four children is outrageous and that it would have taken almost all of my income, not to mention finding someone who would babysit for teenagers.

A lot of people say what do you need a babysitter for when they are teenagers? Contrary to popular belief, I find that this is when your child needs supervision more than any other time because they can get into so much more than a child can.

I would come home, finding that the police had been to my apartment for wild parties because their friends would bring in a

whole bunch of friends, and they would be disturbing the peace or, when working days, I would find that—because I was not at home—the children would skip school, or they would run off here and there with their friends after school because mainly there was not anyone to take care of them at home.

No one would be there to say hey, you cannot do this, and I found that—probably because they felt neglected or unloved, and being from a divorced home—it was tough on them. And I know that they were at ages where they really needed the support of a family, and they just did not get it. And here I am now still faced with the problem of a teenage child.

I cannot begin to relate to you what I went through this weekend.

My daughter did not want to go to school today because she knew that I was not going to be there to enforce it. So I had to go over to a neighbor and say, "Myra, please take Shelley to school and make sure that she gets there." And Shelley did just about everything to try to get to walk to school, and I had to insist and really force it.

There again, working nights, who is there to see that she gets her homework done or that her friends do not come over, or that she does not find a boyfriend who is going to come into the house?

If I took a job out of town, where would I go with this child, and whose care would I leave her in? I do not have family—not down here anyway—and there are so many things that can happen.

People find out that you are out of town, and a child can be raped or molested, or she could be murdered, or the house could burn down while she is asleep. Or she could be seriously injured at home and not have anyone there to help her. These are some of the problems that a single parent faces.

There is another friend that my daughter babysits for, Kathy Jones, who could not be here today. Kathy is having a tough time with trying to find a job that is going to be able to support her and her child and to still be able to pay the costs of child care.

When we consider that the average wage down here for the female is between $3 and $5 an hour, without any skills, it is just incredibly low because it takes at least one-third of your income just to pay for child care.

That is about all I have to say.

Senator HAWKINS. Thank you, Shirley. We appreciate that very much. But let me ask you a question or two.

Ms. GRANDYS. All right.

Senator HAWKINS. How did you find out about the educational program in which you are participating?

Ms. GRANDYS. Do you mean New Options?

Senator HAWKINS. Yes.

Ms. GRANDYS. I went to HRS, or to Vocational Rehabilitation because I am a displaced homemaker and I did have a few emotional and physical problems. And through testing they did determine that I was qualified for vocational rehabilitation and they suggested that I go to the New Options Center.

I also went to counseling and my counselor highly recommended the New Options Center whereby I could learn what skills I had and how to turn them into a work-related source.

New Options is just about the most terrific thing that has ever happened to me in my entire life.

I did not know how I was going to go on with my life and make a decent living to give my daughter the things that she needs, a home and the care that I should give her. And now I do have the hope of becoming somebody in my life other than being a waitress or a factory worker.

Senator HAWKINS. We are very happy that you have the opportunity to put your new-found skills to work. But I am finding that we do not adequately publicize the fact that we have these training programs available.

You kind of stumbled into it in your case for the emotional needs, and were then told that there were other options?

Ms. GRANDYS. That is right.

Senator HAWKINS. Do you have any suggestions as to where one would get information like that?

You are a typical displaced homemaker, age, et cetera, and you fit the profile perfectly.

Ms. GRANDYS. I think that job services could offer this service. The Florida State Employment Agency could definitely offer it.

I did not know that these things were even available until I had to go to a counselor when I found I really need to do something because I am going nowhere the way I am.

I think they should be made known through the community. It should be publicized and the information should be available at libraries, and it should be available at the civic centers and through the schools All of these things should be available and, to be perfectly honest, I think that if they did a better counseling program in the high schools, a lot more students would come out of high school knowing where they were going, and I think that is where a career evaluation should be started.

Unfortunately, it never started that way for me. I think employers should have programs set aside where they can evaluate your skills and help you to get into the proper area in the place where you are working. Why hire a person and train them, and then just let them sit there in the corner and do the one job when possibly they are trained to do many more?

Senator HAWKINS. I am told that the Government is one of the biggest advertisers in the United States.

Ms. GRANDYS. Yes, I agree.

Senator HAWKINS. You know: Join the Marines, the Navy, or the Army, or come to work at the Post Office.

Ms. GRANDYS. That is right. Put it on TV.

Senator HAWKINS. It seems to me that television is where we need to place these ads——

Ms. GRANDYS. I agree.

Senator HAWKINS [continuing]. Because we live in a television world today. I am well known in the Senate for setting aside some of the training money for advertising the programs and I thought I would recommend that we spend x amount of the total program's funds for advertising on television when people like yourself would be watching it. But if you are working two jobs, I do not know exactly how we are going to catch you.

Ms. GRANDYS. You do not catch me.

Senator HAWKINS. Do you listen to your car radio?

Ms. GRANDYS. Yes, I listen to the radio, and I listen to the news on TV if I am at home early in the morning, like between 7 and 10 or 7 and 9, depending upon what time I have to start work.

I am looking back on what I did this past summer between working the two jobs, working the one from 10 until 2 or 3, and the other from 4:30 until 10. I would either catch the news in the early morning, like the Today Show or something like that, or I would catch the 11 o'clock news.

Senator HAWKINS. Prime time is when people watch, and that is why they call it prime time.

Ms. GRANDYS. That is right, and that is when I would be able to see it on TV.

Even now with the job that I have at this point, it is not ideal, but still the early morning or the late evening would be the times where I would be watching it.

Senator HAWKINS. In your opinion, could you give me any recommendations for making child care services more responsive to the needs of the mothers?

Ms. GRANDYS. Yes. I think that if we had a federally funded program, it would be terrific. Maybe it would not have to be federally funded, but federally supervised, where they could get the proper care at a minimal cost, or if it were based upon one's income as opposed to just saying it is $50 per child per week. Well, if you have two children, you might be paying $75 a week or $100 a week, depending upon whether they are both in diapers or not.

Senator HAWKINS. That is right.

Ms. GRANDYS. Lord only knows what they charge for a teenager.

Senator HAWKINS. Well, I think we can put them to work.

Ms. GRANDYS. That is the thing. If there were a place where we could take our 16-year-old boys and girls, and maybe your employer has some minimal job that they can do until you get off work or after school.

If we had buses transporting these kids to the various places where they could be supervised, maybe they could be made useful, because I know that there is all kinds of community service work for people who have, quote, unquote, done things that are illegal, whether it be DUI's, reckless driving, or whatever.

I am well aware of the fact that there are community service programs so why not take our teenagers and put them to work and maybe pay them a minimal fee where they feel like they are learning something and doing something, still keeping them off the street and giving them some supervision while mom and dad, or mom or dad, have to work. I do not like the idea of my daughter having to be home alone.

Senator HAWKINS. No, I do not like that either, and I have held hearings with children as witnesses, where 14-, 15-, 16- and up to 18-year-olds testify that they feel unsafe at home after school. After school, they describe their home as a place where they do not want to be because of other kids breaking the windows and coming in and having wild parties, or bringing in beer, et cetera. And the girls feel very vulnerable. I think this is an area that we need to look into.

I had a program that I passed in the Senate called the Latchkey Program that would encourage onsite supervision at any particular center or school for school-aged children.

Pinellas County has the greatest program in the United States of America, and we need to copy it in every other county. The mothers and dads need to lobby their county commissioners to set aside a certain millage for children. This program is called the Juvenile Board in Pinellas County and, with a small portion of a mill dedicated to juveniles, they are able to provide a model program for their children where they are bused in from the other schools to the center school that provides this after school care. They bring in volunteers who are retired teachers, and they bring in teenagers who can tutor the younger children in math, let us say, in the afternoon. Then if your daughter does well in math or reading, she can be a great asset to first graders.

Ms. GRANDYS. I think that is a fantastic idea.

Senator HAWKINS. That program is fantastic. They teach them to set the table, and they teach them proper table manners, and they teach them to play checkers. You would probably be surprised to know how many children do not know how to play checkers today.

Ms. GRANDYS. No, I do not think I would be surprised.

Senator HAWKINS. They have the time to teach the children. This program uses a lot of our senior citizens to teach the children. It is competitive skill where you have to have your mind in action. And this program only costs parents $18 a week——

Ms. GRANDYS. Now that would be affordable.

Senator HAWKINS [continuing]. Because it is matched by money from the county.

That is the kind of a program that I am looking for and trying to pass nationally, one where the county will contribute half the money and the Federal Government will contribute the other half——

Ms. GRANDYS. That would be fantastic.

Senator HAWKINS [continuing]. And the parents would pay a minimal amount.

Ms. GRANDYS. For one, I know that I would use it, and I know of several other people who would use it.

Senator HAWKINS. We need it, and I would like to put in a pitch for it.

When you go back to Manatee County, you tell your county commissioners how you feel about it.

Ms. GRANDYS. I surely will.

Senator HAWKINS. I am sure that the mayor will be very receptive to it.

We appreciate your being our witness this morning, and please stay in touch with us, Shirley.

Ms. GRANDYS. I will.

Senator HAWKINS. And let us know how you are progressing.

Ms. GRANDYS. Thank you. I will.

Senator HAWKINS. We will now hear from Margot Joynes.

Ms. JOYNES. I am Margot Joynes, and I am the coordinator of the New Options Center in Bradenton, FL.

I am also one of the statistics in that I am a single parent with two children at home, and I am of a family where the one immedi-

ate close family member moved away so we are really sitting by ourselves at this point in time. Grandmother moved after working for 2 years on the babysitting chores.

Our center in Manatee County serves displaced homemakers and single parents. We see over 200 unduplicated people a year, and I am here to present my concern about child care for displaced homemakers and single parents.

In preparing for the hearing, I looked at some of our displaced homemaker clients and single parents in just the years 1984 and 1985 with children and young people needing care and/or supervision, and we focused on women ages 24 through 42. They had a total of 126 children and teenagers, and our women had children from the ages of 9 months to 17 years in this group. Thirty-one percent had only 1 child; 42 percent had 2 children, and 23 percent of these women had 3 or more children.

Of the 20 women with 1 child, 8 of those children would need latchkey services or, in other words, they were of the ages where they would need the before and after school care.

In Florida, our kindergarten is all day, and a child must be 5 years old at the start of school.

Of the 27 mothers who had 2 children, 24 of those children would need latchkey care, and another 10 would need day care.

Of the 17 women who had 3 or more children, 27 children would need latchkey care, and 15 would need day care. Those are pretty sizable numbers when you look at them.

The average day care cost in our area, if you are paying for it yourself, is $40 a week per child, or $60 for two children per week who are preschoolers. However, day care can run up to above $50 a week.

School age children up to 12 years old cost $30 a week for the time before and after school, and that would run you $45 a week if you were paying for private services for two school age children. To cover care when school is not in session, it is $6 per day per child, and $9 a day for two.

I know, because I have two children, and I am working under the school system, that there are a number of days when the teachers are doing training and service and the students are not there.

What it boils down to is if you are providing day care for two preschoolers, it will cost you $258 a month, and if you have latchkey care for two school age children, it will cost you $60 a month. In other words, day care for two preschoolers, if you are paying for it yourself, will run you well over $3,000 a year.

Many parents may choose not to pay the cost for schoolchildren, leaving them to stay alone, and that is where we have the latchkey problem.

Clearly, day care costs must be covered when a single parent enters a training program to prepare herself or himself for employment. It is not enough to have training costs paid for and to expect a single parent to pay $172 a month for one child's day care or $258 a month for two.

With a latchkey or school age child, she would still be paying $129 a month, or nearly $200 a month for two, and if you happen to have both, and you are paying fees for a preschooler and a latchkey, you are paying $300 a month.

The interesting thing about this is that somebody mentioned to me, well, what about child support? Well, what about child support? Most women are—well, let me put it this way. Many women are not regularly collecting their child support, and if they are collecting it regularly, they then probably need that money to sustain themselves and their children while they are in a training program. If they have to go out for day care or latchkey care, how are they going to live while they are involved in a training program?

Incidentally, the Sarasota Herald commented that, on November 30, 90 percent of the child support in Sarasota County was delinquent as of that date, we have a much better figure in Manatee County, but it gives you some idea of the amount of money that is not coming in.

To go back to the single parent, probably he or she would gross, let us say, $688 at $5 an hour in wages, and if he or she took home 80 percent of the gross, without benefits, he or she would then be making about $550 a month.

If child care for two children ranged between $303 and $194 per month, and that is coming out of his or her pay, he or she might very well feel that it does not pay to go to work.

Once on the job, without help from day care, take-home pay would be minimal for a number of months, so the single parent really will need continuing help while on the job with child care initially.

We then figured it out, using our figures—and I will show you a graph—that with two preschool children, a single parent with a car will need to take home $1,000 a month to meet living expenses and child care costs. And we figured in the car because we do not have in many cases bus service that goes everywhere in the county. We also calculated that if you had to take the bus and drop off your child, and then get back on another bus and go to work, and then do the same thing coming home, the time involved and the expenses could be pretty steep.

A single parent with two preschoolers would need to gross $7.25 an hour to take home $1,000 a month, and most of our jobs that our job developer has discovered since September 1985 are averaging from $4.50 to $5 an hour at the entry level, and some are less, depending upon where you are and the job. The jobs are higher in manufacturing and lower in the service industry.

We also know that, regardless of a person's age or experience, in most cases businesses will offer minimum wages at the beginning if it is at all possible.

I want to show you this [chart] because it is an interesting little pie. We were all rather appalled when we looked at it, because you can see that the child care up here is the part of the pie that is in yellow, and that is how much of the income would be going out there for child care.

Down here, if you happen to have a school age child, very obviously the expense drops and you have a smaller portion of the pie. But if you have young children, you have a lot of money that you are going to be taking out of your income to cover your child care expense.

Given the cost of child care and the general wage levels in our area, it is very discouraging to face a single parent in a career planning session.

Most of our displaced homemakers and single parents are divorced or separated, and they cannot count on receiving their child support with any regularity. Those who receive it probably get $50 per week per child. Day care would use all of that up, leaving no money for other necessary expenses. However, if you happen to be widowed, you could count on receiving your Social Security payments, if you are entitled to them, until your dependent turns 18, and that money would then be coming in regularly.

Our program is extremely fortunate to receive funds from the new Carl Perkins Vocational Education Act, and this act allows us to provide child care and transportation costs for our displaced homemakers and for our single parents who are clients. However, I believe that we need other funds to pay child care and transportation costs also.

To depend solely upon the Perkins Act money to cover support services limits the scope of what the program can do.

A program that can provide supportive services in the form of child care and transportation is the Job Training Partnership Act and, interestingly enough, in the General Accounting Office report, dated November 6, 1985, the Job Training Partnership Act, in an analysis of support cost limits and participant characteristics, their survey of 544 service delivery areas found, and I quote, that "Although service delivery areas had at least 15 percent of their funds available for support costs, those responding to the GAO's questionnaire spent an average of 7 percent." Furthermore, over 80 percent of the respondents spent less than the minimum allowed for participant support.

Under the JTPA, service delivery areas can get a waiver to exceed the support limitation under certain conditions, if they apply, and of these 544 service delivery areas, only 39 of them requested a waiver for participant support costs; 37 of the 39 received their waivers.

Among the reasons that the programs cited for not requesting the waiver were, and I quote, that "The ability to meet participant support needs within the limitations"—that is the 15 percent and—"the making of a policy decision to limit services or payments to participants," and finally "The belief that using more funds for participant support would leave too little funding for training."

The language of the JTPA is permissive, and the power to provide services generally resides with the local private industry council. It seems that nationally many of the councils do not see a need to provide the full support services.

The Displaced Homemakers' Network, in October 1985, under a grant from the Women's Bureau, U.S. Department of Labor, also published a technical report of services to displaced homemakers under JTPA, and their report found that displaced homemakers—and I quote—"Are participating in the Job Training Program, but they represent a small proportion of the women served."

The survey found that of 80 JTPA contracts, 31 percent, or 25, made no provision for supportive services; 34 percent, or 27, did in-

clude child care, and 40 percent, or 32, allowed for transportation costs.

The Displaced Homemakers' Network's technical report also showed that, on the six survey responses that were looking at the 15-percent limitation, supportive services, and allowances had been waived in their SDA's.

Basically, six of them did get the waivers that they requested, and that basically corresponds to another study finding that one-tenth of the SDA's had sought such waivers.

In addition, the Displaced Homemakers' report found that, of the programs providing training, many of them were providing training in highly traditional areas; that is, clerical or health care.

These we know are not the areas that provide the high wages necessary to pay for child care, so, if you are getting training, you are still going to be faced with a problem once you are employed.

Another program in our county which can help displaced homemakers and single parents is the day care under title XX. However, our county has a waiting list of 259 women seeking to have children placed in title XX day care.

Manatee County is using all of its Federal and State funds plus providing a 12.5-percent match of local funds.

I talked to the director of title XX, child care programs this past week, and she said that if she could get more Federal and State money, she could provide the match, although it would be difficult to scrape it up, but this would allow her to increase services.

The day care in the title XX facilities is based on income and family size which makes a tremendous difference versus the private setting.

A parent pays on a sliding scale with the cheapest rate being at $2 a week per family up to $28.20 a week for a child. Additional children have a fee of 50 percent of the first child's fee, and any AFDC, or Aid to Families with Dependent Children, mothers who are working part time in training programs or going to school do not have to pay the fee.

I cannot emphasize too strongly to you how important the provision of child care costs is to many displaced homemakers and single parents. The Job Training Partnership Act's programs must be monitored to see that they are indeed providing these supportive services such as child care and transportation. This will give this particular population a chance at training—both on the job and in the classroom.

Displaced homemakers and single parents will need training to get the higher paying jobs needed in order to pay the costs of child care and just plain raising children.

I want to remind you that displaced homemakers and single parents will probably need help with child care even after they are employed, and they may be faced with problems in getting help with the younger, and especially the older, teenagers should they need to travel on the job.

If we value our children and our displaced homemakers and our single parents, we must address the need of child care to ensure access to education, job training, and the labor market.

Senator HAWKINS. Margot.

Ms. JOYNES. Yes.

Senator HAWKINS. You have made some interesting comments and really I am happy that you are here to give us the statistics to put in the hearing record that I will take back to the Senators who designed this program.

We are trying to see that the law is being enforced and implemented the way that we wanted it to be.

I was the Senator who had to go to the White House to convince them that child care and transportation had to be included or this program would be worthless to a single parent. We reached a compromise, one I was not happy with, but at least it does give us 15 percent of the total program for support services.

Now I am finding nationally that only about 7 to 8 percent of this money is being used for support services.

It is my understanding that 37 out of 39 SDA's [service delivery areas], were granted the waivers when they asked for them.

Now you said that there were six SDA's here. It seems to me that those of you who participate in them and have all of these statistics should go back and request a waiver since the waivers are being approved.

If you request one, let my office know when you request it and then we will trace it through all of those mountains of paperwork and make sure that it gets back, as this is a vital part of the program.

Ms. JOYNES. Yes, it is.

Senator HAWKINS. And the program will not do a whole lot for those who need it the most if we do not provide transportation and child care. Even in the rural areas where we found that it was not being given—and we had to design it that way to get around in some of the rural States.

Also you do a great job. I always say if we get together, there is nothing that we cannot do.

The Senate and the House passed the mandatory child support, and we all talked about how wonderful it was, but the State now has to enforce that. And Florida is going through a disgraceful battle over whether the County Clerk or the Office of Child Support or the State Attorney is going to administer that.

Now, while they are having this power struggle, Florida is going to come up last, the last State to comply out of the 50, or so I am told, with the child support guidelines that we voted on a couple of years ago.

To me it is disgraceful, absolutely disgraceful. You panel members should have ear of those who are in this turf struggle, because the children suffer and the displaced homemakers, who have to provide for them, are suffering the worst.

For children on welfare, it is enforced 100 percent. Welfare is fine because the government is a pretty good provider. But we would like to have those children who are supposed to be supported by nonwelfare programs to receive the same care. This is not working, as you have pointed out, especially in Florida.

I am a great believer in the local nerves, and you can certainly touch off some local nerves to get some response to this problem.

Let me ask you this question. I understand that Florida is the only State that has defined displaced homemakers under title 3. How did you accomplish that?

Ms. JOYNES. Well, we accomplished it with a very powerful lobby, and in this case it happened to be a woman. As you pointed out, women working together in causes can do a great deal.

Martha Franklin was at a conference at which the Governor was present. And she inquired as to whether displaced homemakers could be considered dislocated workers. And the Governor, in turn, said that he would check it out and then make a decision. And he did so. And then the vocational education and JTPA people picked up on it and then proceeded to implement the dislocated worker provisions for the displaced homemakers.

It has not been widely used in the State. It is being used, but it is very new for most of the displaced homemaker programs.

Senator HAWKINS. The lady you are talking about is with the League of Women Voters out of Polk County?

Ms. JOYNES. Yes. And she has been a one-woman crusade, I think, for displaced homemakers——

Senator HAWKINS. I have enjoyed working with her, too.

Ms. JOYNES [continuing]. And for people in general.

Senator HAWKINS. Have you had any opportunities to talk to your local PIC about child care needs?

Ms. JOYNES. We have a very interesting local PIC, and I hope that I can honestly say that it represents just the two counties. We have a bi-county, Sarasota-Manatee, PIC.

Our local PIC has 24 positions on it, and 22 of those positions are held by men, so they have two women representing over 50 percent of the population which I think is interesting. They increased it from 22 members to 24, and the two new members that are coming on are both men.

In talking to our local administrative end of the JTPA, a decision was made in our two counties not to provide supportive services in order to enable more money to go into training. In my opinion, I feel very strongly that this then cuts out a large portion, the single-parent female, and possibly the single-parent male, and makes the training unavailable to them. But when you have a representation that is basically composed of people who are not single parents certainly, and who are working, I think it is very difficult for them to understand the problems.

Senator HAWKINS. I hear a lot of support in the audience for changing your board members.

We ought to have a new profile drawn for the person who needs ITPA support services and have a few of the seats designated for those who qualify. There is nothing like having input from someone who understands the need, and we will do a mailing and request that if you would like

Ms. JOYNES. I would like that very much.

Senator HAWKINS. Thank you very much for your presentation.

Ms. JOYNES. Thank you for letting me be here.

Senator HAWKINS. Barbara.

Ms. MAINSTER. I am Barbara Mainster, and I am appearing before you today as the president of the Florida Childcare Providers Forum, as well as the State Program Coordinator of the Redlands Christian Migrant Association.

The forum is made up of all of the central agencies in the State which coordinate the provision of subsidized child care, that which

was referred to as title XX, even though it no longer is, but we all still call it that.

This is child care for low-income working families with a percent in training or in school, and for children determined at risk due to neglect or abuse.

Most of our funding comes to the State from the social service block grant, and that 75 percent is then supplemented with 12½ percent State general revenue moneys, and it is then further supplemented with a final 12½ percent from local cities, counties, churches, and private citizens.

Raising this local match is one of the central agency's responsibilities.

The forum has established a good network of communication between child care providers, enabling us to share resources and ideas, and to speak as one on issues relating to children.

We take great pride in our State for its strong commitment to children, as evidenced by its increases in funding child care over the last 5 years. Other States have cut back.

Our legislators have learned that child care supports families, increases tax revenues by increasing the work force, and serves as the most cost-effective prevention program available.

Child care for infants, toddlers, and preschoolers often prevents later school problems, stress-based child abuse, and possible removal from the home to foster care, and studies even show lessening juvenile delinquency rates amongst previous preschool attendees.

Of course, we are still now meeting even 50 percent of the need, so we will continue to advocate strongly for necessary increases with the State. However, the importance of the social service block grant funding must be stressed.

Advocates for children and families must stand together to protect this vital resource, which represents well the partnership of Federal, State, and local governments working together.

In my role as the State Program Coordinator for the Redlands Christian Migrant Association, I have been intimately involved for the last 13 years in the direct provision of services to farmworker and other rural children in 39 child care centers in 13 counties of Florida. We serve 2,800 children each year.

All of our centers are in rural areas, and the large majority of our families make their living in Florida's agricultural industry.

When one realizes that, after tourism, agriculture is Florida's second largest industry, the rural areas take on increased importance.

It is also worth noting that a survey of the families that we serve in Collier County shows that out of 347 eligible families receiving subsidized child care in our centers, only 9 receive AFDC. These are hard working, proud, and strong family people.

Without child care, they have two choices. They can stop working and receive AFDC, or they can continue working and take the children to the fields and groves with them. Often, 7-year-olds can be found babysitting infants, and each year several children die in the groves and fields.

Agriculture is listed by the Department of Labor as the third most dangerous workplace in the United States, and the only one in which the presence of small children is commonplace.

Our child care centers are full within a day of opening, and the waiting lists exceeds the numbers of children currently receiving services.

This leads to the first problem, our first problem, of assisting women who wish to take advantage of JTPA job-training programs. In rural areas, there are seldom, if ever, spaces available in child care centers.

Finding suitable buildings to make into centers is one of our greatest problems.

A mother who cannot find child care cannot take advantage of any job training opportunity.

The next problem in rural areas—one which you have already mentioned—is transportation. Jobs and training are almost always in the cities, and in almost all cases the cities are a 45-minute drive away. How does mother get there?

If transportation is provided during training, when actual job placement is found, how then does she get there?

A discussion with JTPA agencies in rural areas of our State has served to highlight these two problems.

Child care space is hard to find for the women they wish to train, and transportation to decent nonagricultural jobs is very difficult. When child care is found, mothers quickly learn that, as soon as they are placed in a job, they will lose that support service.

Suggestions have been made for improving rural access by allowing JTPA to provide support services, namely child care and transportation, for an additional 6 months after placement.

I think that is critically important, and after hearing that we are only spending 7 percent, we obviously have enough money to do it.

During that time—we are talking about the 6 months after job placement—newly trained women will need help in developing ties to other women with whom they might then carpool, or with assistance in locating transportation for the disadvantaged resources. Counseling during this transition time is very necessary if we are to ensure any lasting sucesses.

Our experience with the large migrant population in this State also makes obvious additional problems for the JTPA successes with our families. JTPA today does not serve well the undereducated or the underskilled. The average adult migrant farmworker has a fourth to sixth grade education, and often speaks little English.

Culturally, the strong male dominance also makes it difficult or impossible for the woman to be able to join the training program alone and, therefore, programs in rural areas should be able to include husband-wife training opportunities, ESL classes, and GED preparation.

Given this design, with child care a must, the JTPA could also serve to upgrade the adult farmworkers' job skills for a better future with choices.

With the easily identifiable and highly visible problems in our urban areas, it is important that we recognize the poverty and unique problems out in the rural areas of the country.

Programs for people—whether they are JTPA, Human Services, Adult Education, et cetera—must be allowed flexibility to provide services to the rural poor, and then they must be judged accordingly.

Competing in a numbers game without considering the sparcity factor is not fair to rurally based programs.

When 97 percent of all negative terminations of women in rural JTPA areas are due to lack of child care and transportation problems, we certainly know where the new emphasis must be given to begin to achieve equity of opportunity in rural America.

Thank you.

Senator HAWKINS. Thank you very very much, Barbara. You are well informed for this hearing.

Ms. MAINSTER. Thank you.

Senator HAWKINS. Did you give me the number of migrant children needing child care?

Ms. MAINSTER. We have served 2,800, and we always have at least that many, usually in excess of that number, on the waiting list. And I think it is fair to say that everybody will tell you that waiting lists are for only those people who have any kind of hope that they are going to get in, so the vast majority do not bother. When they see a waiting list that exceeds the capacity of the center, they do not bother.

Senator HAWKINS. Do the parents know that it is available?

Ms. MAINSTER. They know that it is available, and they know that they can put their names on the waiting lists, but the centers are full.

You know, after a certain point, they—well, if they see 60 names ahead of theirs, they frequently do not bother.

Senator HAWKINS. What happens when there is no space?

Ms. MAINSTER. In our cases, the children are either taken out to the fields or groves, or somebody stays at home to watch them, usually a 7- or 8-year-old child, or they go to the bootleg babysitting arrangements, such as the unlicensed 18 children in one trailer kind of situation.

Senator HAWKINS. What percentage of the migrant workers are women?

Ms. MAINSTER. I would honestly say 50 percent, because most of them are husband and wife teams out in those fields.

Senator HAWKINS. Do the migrant workers have more children per family?

Ms. MAINSTER. Yes, they do.

Senator HAWKINS. Is that another problem?

Ms. MAINSTER. Well, yes, it is a problem.

Senator HAWKINS. Where do the children go to school once they are old enough?

Ms. MAINSTER. In the county that they happen to be residing in at that time. And if those children do not attend school, there is really very little truant officer availability.

Senator HAWKINS. How are they transported to school?

Ms. MAINSTER. By schoolbus.

Senator HAWKINS. By schoolbus?

Ms. MAINSTER. Yes.

Senator HAWKINS. They pick up the children to take them to school, but there is no transportation to take them to child care services. Is that what you are telling me?

Ms. MAINSTER. Well, there is no transportation to take them, not unless the parent drops the children off, which is what all of our

parents do, from the schools to the child care centers in most cases. But since there is no availability of child care, it probably does not really matter anyway.

That is our greatest need in the rural area, and to get more centers, more spaces, and more subsidized slots.

Senator HAWKINS. To what extent is the child care provided to the families important to the agricultural interests in Florida? Everyone is always surprised to find out how much the agricultural industry in Florida——

Ms. MAINSTER. It is extremely important.

Senator HAWKINS. How important is it to the agricultural interests, if I were to sit down with the agricultural leaders of this State?

Ms. MAINSTER. It is extremely important, and we have the support of the agricultural industry in our work. They help to raise our 12½ percent local match. The growers do not want those children in the fields and groves either.

Every year we lose anywhere from four to six children in field related and grove related accidents.

Senator HAWKINS. Thank you very much.

Ms. MAINSTER. Thank you.

Senator HAWKINS. You have been most helpful.

We will now hear from Jack Levine.

Mr. LEVINE. Good morning, Senator Hawkins.

I am Jack Levine, the executive director of the Florida Center for Children and Youth. We are a private, nonprofit organization, and we provide research, training, and legislative monitoring to Florida's child advocacy community.

Our June–July edition of Newsline, which is our publication, this year focused on the problem of teen pregnancy and parenthood in our State. We found, as you said, that one in nine babies born in Florida last year was born to a teenage mother. Although the health implication of that fact is not the subject of our hearing this morning, I just make two points:

First of all, in terms of health outcomes, I would say that the progress made has been nothing short of miraculous. But in recognizing the preventability of low birth weight in the areas of health care access and nutrition, it is a bitter happiness that we have so many neonatus who must be saved from disability and death. And I am also here to tell you, Senator Hawkins, that we commend your defense of nutrition programs.

Of the 15,091 young women, aged 18 or younger, who gave birth in Florida last year, only 13 percent were enrolled in school.

The Florida Task Force on Alternative Education, which is a legislatively appointed body—I was honored to serve as a member of that task force—found that, in the 1983–84 school year, some 1,800 students participated in alternative education programs for pregnant and married students.

These programs are offered in just 20 of Florida's 67 counties. There are 22 Florida counties in which more than 13 percent of their live births were to teenagers, and only 2 of those counties had an educational program for pregnant or married students.

In the 20 counties which offer such alternative education programs, just 10 of those programs have onsite child care services,

and in those where child care is accessible, there is a waiting list in each one of those programs.

The Task Force on Alternative Education found that 60 percent of the students being served in those alternative education programs, and who later dropped out, dropped out because of lack of child care.

The social service block grant accounts for 75 percent of our subsidized child care budget in Florida, which funds 28,200 slots for infants and preschoolers this fiscal year. And I am proud to say that during the last 3 fiscal years the total number of slots has increased by 40 percent due, I think, to the united work of child advocates, as well as the responsiveness of Governor Graham and the Florida Legislature. But the bad news is that there were 22,000 children, infants and preschoolers, who are on documented waiting lists for care. And in our attachments today, I have outlined those district by district. There are children for whom there is no room.

The actual number of children who need care and are eligible for care is really unknown. For example, if a mother who has a child who is 4 years old calls up and is told that there is a year's waiting list, that child's name does not go on the list because the mother validly feels that within a year that child will be in public school. So our 22,000 documented children on the waiting list are really aged 0 through 3.

That does not count the 4-year-old children because there are very few 4-year-olds on that list.

Florida's population growth, which nets 788 new residents a day, includes 18 children who are eligible for subsidized child care.

To keep pace with this growth, the legislature would have to fund 6,570 new slots this coming fiscal year—this is irrespective of the current waiting lists—in order to keep pace with the need.

Last year, the year which so many people declared as the year of child care, 4,200 new slots were funded.

With revenue projections being what they are in our very, very weak tax-based State, it seems a pipedream that 6,570 new slots will be appropriated just to meet the growth factor.

Especially for teenaged mothers, the frustration of no child care, or its alternative, inappropriate child care, directly results in public assistance dependence.

Florida's AFDC payment level provides a maximum of $2.42 a day for a child's support.

I am a father of two sons. We have a 4-year-old and a 9-month-old baby. And I am here to tell you that the daily cost of diapers for our 9-month-old baby is $1.95, and we shop with double coupons and we can afford the big box.

Were my baby to be on a $2.42 allowance, a scant 47 cents would cover his other nonfood needs.

Food stamps, by the way, provide a maximum of $2.10 a day, which is 70 cents a meal.

Given this picture, the tragedy of teen mothers, who are unable to attend school for lack of child care, is shocking, and our policies, I feel, write a script for economic failure.

The scenes include significantly higher suicide rates among teen mothers, child abuse rates among that population, and substance dependency.

Just like the Marine Corps, we child advocates in the States are looking for a few good real conservatives.

Now we are saying that there are two kinds of conservatives. There are the "Leave It to Beaver" conservatives, and these are the conservatives who either think or wish that four out of five children had mom at home baking cookies, and we call them the "Leave It to Beaver" conservatives. Either they think that is the case, or they wish that to be the case. But in either case it is very dangerous.

Then there are the real conservatives, and those are the ones who know the facts and are willing to invest. They know how to invest now for the maximum outcome in the future.

Real conservatives support health care access, and they support nutrition access, and they support child care, family, and child protection programs.

They do not only do it because it is humane, but they do it because the bottom line is money, and that is what we are faced with—the task of finding those real conservatives in our Congress and in our Florida Legislature.

We know that every dollar put into investment programs—nutrition access, child care, and job training—we received up the line between $3 and $9 back, and those are real dollars.

I have numerous recommendations which I will hold off on, and they are all printed, but let me just talk on two of them.

One recommendation is that the current legislation which we are analyzing in the budget deficit reduction legislation, we feel at the current time it does not address what we are calling the investment imperative.

If there are programs which we feel should be exempted from a long-term deficit reduction initiative, those should be the programs which are the investment programs.

If there is money to be saved, it is in those programs, so those perhaps should not receive the cuts.

In addition to that, we are very interested in the St. Paul school-based social services health care model.

The St. Paul model has been established in Minnesota, and four of the six high schools in St. Paul, MN, have the social services and health care clinics on site in the high schools.

We find that for adolescents an appointment a week from Tuesday never gets kept. If you tell an adolescent to go to this agency for this service, and go to that clinic for that checkup, they do not show up. A week from Tuesday is never.

If we could establish school-based social services and health care services, I think we would go a long way, as the St. Paul data shows us, to give not only greater access but greater success rates in the monies that we do expend.

Thank you, Senator Hawkins.

Senator HAWKINS. Thank you. You may not be aware of it but recently I was able to restore all of the cuts in the Child Nutrition Program. This was not a part of the farm bill.

Mr. LEVINE. I want to tell you that we are aware of that, and we have some excellent informants with the Children's Defense Fund, and they know how to use the phone, and they themselves have a toll free number.

Senator HAWKINS. That is interesting.

I wanted child nutrition issues off the farm bill in the event that the President vetoed that budget buster.

How will educating the mother affect the child's future?

Mr. LEVINE. Well, I think that is a given—I think that when you increase education or access to education, you increase hope. I think there is no better prevention program than hope.

You increase hope that there will be a better life, and that the child will have something beyond $2.42 a day to live on.

I think the best pregnancy prevention, frankly, is hope, a vision for the future in which you have a role separate from the singular role of being irresponsible about your sexual activity.

Senator HAWKINS. I have read all of the studies that the different States have been doing, because teenage pregnancy is a national epidemic, and not just an epidemic in Florida. And I have learned that when a teenager fills out a questionnaire about pregnancy a teenager will say a baby will love me, I need someone to love me. And it seems to me there is such a lack of knowledge of how demanding babies are.

They require a tremendous amount of care. And I believe that there should be more education required in the realities of having a baby and caring for a baby.

Mr. LEVINE. I agree. And I think that bringing groups of 11-, 12-, and 13-year-olds to care for 4 to 6 2-year-olds in a group is probably the best pregnancy prevention program.

I also agree that the opportunity to put child care in the public schools, which so many people reject, is an opportunity not only for the benefit of the child, but it is also, I feel, a very good job training opportunity for low-income young women and men.

Senator HAWKINS. Yes. And I think it is up to the counties.

You know, this is something that a county can do on its own. St. Pete did it.

Mr. LEVINE. St. Pete did it in 1946 with its Juvenile Welfare Board.

Senator HAWKINS. Yes. And I am telling you that it was phenomenally advanced, in fact, this county has the best program I have ever seen for taking care of children.

Mr. LEVINE. There is a pending bill in the Florida Legislature for the 1986 session which would authorize the counties to do that by referendum, without having to go through a special act of the legislature. It is House bill 55 in the 1986 legislature.

Bipartisan support would be very welcome on that bill, I am certain.

Senator HAWKINS. Well, we have passed a Federal law which provides startup costs.

Mr. LEVINE. Yes. But I am talking about the local tax-supported Juvenile Welfare Board concept that you are alluding to.

Senator HAWKINS. Well, we are providing the startup costs, and it seems to me that the mothers marching to the courthouse would get these programs started when we know that there is startup money in the Federal bill.

A lot of people think this is a program delivered by the State, but 75 percent of the money comes from the Feds, and that is for everybody in the United States. And that is hard to get, let me tell

you, because we have to fight over every million dollars up there now, and 12½ percent by the county is a great investment.

They are going to spend that much in juvenile detention if they do not do it.

Mr. LEVINE. Yes. And we do.

[The prepared statement of Mr. Levine follows:]

PREPARED STATEMENT

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I am Jack Levine, Executive Director of the Florida Center for Children and Youth. The Center is a nonprofit organization which provides research, training, legislative and budget monitoring to Florida's statewide child advocacy community.

Our June/July edition of NEWSLINE (attached) focused on teenage pregnancy and teen parenthood in our state. We found that one of nine babies born in Florida in 1984 had a teen mother. The health implications of that fact is not the subject of your hearing today. I must say, however, that in terms of health outcomes for low birthweight neonates, the progress has been nothing short of miraculous. But recognizing the preventability of low-birthweight - health care access and nutrition - it is a bitter happiness that we have so many babies who must be saved from disability or death. We applaud Senator Hawkins for her defense of nutrition funds.

Of the 15,091 young women age eighteen and younger who gave birth in Florida last year, only 13 percent were enrolled in school. The Florida Task Force on Alternative Education, a legislatively appointed body, found that in the 1983-84 school year, some 1,800 students participated in alternative education programs for pregnant/married students. These programs are offered in just twenty of Florida's sixty-seven counties. There are twenty-two Florida counties in which more than 13 percent of their live births were to teenagers; of these, only two have an educational program for pregnant or parenting students.

In the twenty counties which offer alternative education for teen parents (list attached), just ten of the programs have on-site child care services. And in those where child care is accessible, there are waiting lists for care slots at every site. The Task Force on Alternative Education found that 60 percent of the students who participated in these programs and who later dropped out did so due to lack of child care.

JACK LEVINE
FLORIDA CENTER FOR CHILDREN AND YOUTH

The Title XX Social Service Block Grant accounts for 75 percent of our subsidized child care budget in Florida (FY 1985/86 .. $38,540,000 approx.) which funds 28,200 slots for infants and pre-schoolers. During the past three fiscal years, the total number of slots has increased by 40 percent due to the united work of advocates and the responsiveness of Governor Graham and the Florida Legislature. The bad news is some 22,000 Florida infants and young children are on waiting lists for care (HRS District lists attached); children for whom there is no room. The actual number of children who need and are eligible for care is not known. For example, there are few four-year old's names on the documented waiting lists - when a parent learns the wait is over a year, the name doesn't go on the list.

Florida's population growth of 788 daily (net) includes 18 children who are in need of subsidized day care. To keep pace with this growth, the legislature would have to fund 6,570 new slots this coming fiscal year, irrespective of the current waiting lists. In FY 1984-85, a total of 4,200 new slots were funded, a year celebrated by many as The Year of Child Care. With revenue projections estimating a shortfall for 1986/87, the reality of 6,570 new slots to meet our growth is a pipe-dream.

For teenage mothers, the frustration of no child care, or its alternative, inappropriate care, directly results in public assistance dependence. Florida's AFDC payment level provides a maximum of $2.42 per day for a child's support. I am a father of two sons - one aged four, the other a nine-month old baby. The daily cost of diapers is $1.95 and we shop with double coupons and can afford the big box. Were my baby to be on a $2.42 allowance, a scant 47 cents would have to cover his other non-food needs. Food stamps, by the way, funds a child's food (any aged child) at about $2.10 daily - 70 cents a meal.

Given this picture of the "welfare life," the tragedy of teen mothers unable to attend school for lack of child care is shocking. Our policies write the script for lives of economic failure. The scenes include significantly higher likelihood of suicide, child abuse, and substance dependency.

Our recommendations for preventive and other services are outlined in NEWSLINE.

THE FLORIDA CENTER FOR CHILDREN AND YOUTH

"advocating on behalf of children and youth in Florida"

memo:

FLORIDA SCHOOL DISTRICTS WITH ALTERNATIVE EDUCATION PROGRAMS DESIGNED FOR PREGNANT STUDENTS/SCHOOL-AGED PARENTS

Alachua
Brevard
Broward
Columbia
Dade
DeSoto
Duval
Escambia
Hillsborough
Lee
Leon
Manatee
Marion
Okaloosa
Orange
Osceola
Palm Beach
Pinellas
Polk
Sarasota

* Statewide Student Enrollment in these Programs - 1,800 in 1983-84 School Year. This represents just over 13% of the number of teens who gave birth in 1983. This represents less than 6% of the number of teen pregnancies in 1983.

There are twenty-two Florida Counties in which more than 13% of the live births are to teenagers. Just two of these counties (Polk and Columbia) have educational programs for pregnant students.

P.O. BOX 6646 • TALLAHASSEE, FLORIDA • 32314 • TELEPHONE 904/222-7140
OFFICE ADDRESS: 226 W. PENSACOLA STREET, SUITE 302

WAITING LISTS FOR SUBSIDIZED CHILD CARE

OCTOBER, 1985

HRS DISTRICT (Major City)	NUMBER ON WAITING LIST
I - Pensacola	104
II - Tallahassee	2,636
III - Gainesville / Ocala	1,515
IV - Jacksonville / Daytona Beach	2,951
V - St. Petersburg / Clearwater	859
VI - Tampa / Lakeland	1,505
VII - Orlando / Melbourne	3,275
VIII - Ft. Myers / Sarasota	658
IX - West Palm Beach	1,607
X - Ft. Lauderdale	1,958
XI - Miami	4,803
STATEWIDE TOTAL	21,871

Source: Florida Department of Health and Rehabilitative Services
Children, Youth and Families Program Office
Tallahassee

(EDITOR'S NOTE: Due to printing limitations and in the interest of economy, the edition of Newsline referred to (Vol. 8, No. 3, Tallahasse, Florida, June-July 1985) was retained in the files of the committee.)

Senator HAWKINS. I commend you for your work with your organization. But I will just tell you, as you know, that we have a lot more work to do.

I thank the members of this panel who will be dismissed at this time, and we will now hear from our second panel.

The second panel today, as we stated earlier, will address the effectiveness of Federal programs administering child care needs.

The purpose of this hearing is to address the success of the Federal programs on a local level.

This Senator has worked hard to ensure that the child care and supportive services are included.

Hopefully, we can monitor these waivers until we have support services in every county.

With this panel, we will learn more about the JTPA, which is the Job Training Partnership Act.

Does it fit the needs of single parents, as well as displaced homemakers?

I am also interested in vocational education which has a set aside for child care, transportation, and migrant workers.

Phoebe Carpenter is an old friend, and has always been very active in child care for central Florida.

She is now the vice president of Coordinated Community Childcare.

STATEMENTS OF PHOEBE CARPENTER, EXECUTIVE VICE PRESIDENT OF COORDINATED COMMUNITY CHILDCARE FOR CENTRAL FLORIDA, BASED IN ORLANDO; KATHLEEN McLESKY, DIRECTOR, FLORIDA STATE JOB TRAINING PROGRAM, BASED IN TALLAHASSEE, FL; MARGARET COLLINS, PRESIDENT, PORT EVERGLADES ASSOCIATION AND CHAIR, LOCAL PRIVATE INDUSTRY COUNCIL FOR BROWARD COUNTY; SANDRA KEENE, COORDINATOR FOR RIVET, A REENTRY PROGRAM IN VOCATIONAL EDUCATION AT BREVARD COMMUNITY COLLEGE, COCOA, FL; AND PATRICE WOEPPEL, DIRECTOR, EARLY CHILDHOOD DEVELOPMENT AGENCY OF BROWARD COUNTY, FL

Ms. CARPENTER. Thank you for the opportunity of testifying before the hearing on child care.

We do indeed feel that child care is an essential support service to ensure young parents access to education, job training, and the labor market.

We commend you, Senator Hawkins, for assembling persons who are knowledgeable on the subject in this area.

My name is Phoebe Carpenter, and I am with the Community Coordinated Childcare for Central Florida, Inc.

We use a combination of funds, many of the funds that have been discussed here. With that combination, we pay for child care for 6,000 children on an annual basis in over 120 different child care provider agencies in the area. Separately, we buy meals, 140,000 meals, through the child care food program for children in the area.

Separately, we answer over 160,000 simple requests for information about finding child care or finding some other services.

As our testimony, we would like to commend the Federal Government on certain activities.

We appreciate JTPA and the PIC for Orange, Osceola and Seminole Counties in their use of the dollars for child care for participants. They have from time to time used their entire 15 percent.

I do not think they are doing so right now, but they do answer all requests for child care for their participants, and we appreciate the training that they are providing for people in child care work, which is done through the adult vocational program.

This has enabled hundreds of parents, mostly women, to participate in JTPA, who would not have done so otherwise. These women have moved from AFDC to JTPA to near self-sufficiency with help only from the SSBG title XX child care all the way to self-sufficiency in a period of 3 months to 5 years, and for most of them the improvement is permanent.

The Central Florida PIC purchases child care through the same coordinating system as the State uses for SSBG, which allows for cost-effective use of the funds for that permanent improvement.

It may be that this system is unique to central Florida, I do not know, but it should be recognized and it does need to grow.

We appreciate and ask for the maintenance of the Federal Social Services Block Grant at the present and increased levels. This Social Services Block Grant is being used in Florida to provide child care for low-income parents who need it in order to work and be self-sufficient.

The State has used SSBG in a cost-effective way—paying part of the child care according to the parent's need, up to the level of $15,000 for a family of four's gross annual income.

Though the State gives special priorities for protective service children, in general it makes the dollars available to those with the families who are trying to support themselves.

In a study done in 1980 by the University of Central Florida, it is documenting a 50 percent reduction in AFDC recipiency because of this child care assistance, and further study shows a reduction by 75 percent in the cost of the AFDC payment for those families who chose to remain in the welfare program.

We commend the Federal Government on the Community Development Block Grant and the Federal revenue sharing to the counties and the cities. These programs have been made flexible enough to make it possible for counties and cities to use their dollars for matching with the State child care program.

The State of Florida maintains the requirement for local government participation in SSBG for child care. The cities and counties have been able to use revenue sharing and community development in addition to local general revenues to make child care programs possible throughout the State. Local control is exercised because Community Development and Revenue Sharing Block Grants are grants to the local level, which means that they are used very cost effectively and monitored and audited regularly.

We urge that the Federal Government, through IRS, maintain the current regulations regarding employer-supported child care as a nondiscriminatory, nontaxable benefit. The regulations are fair, giving the incentive to the employers to participate in the cost of

this service and making it to their benefit to do so without penalizing the employee.

We urge the Federal Government to begin to collect data on the services made possible by the combination of the regulations in the IRS and the local use of block grants for services which benefit children.

We would expect that the Federal Government may claim credit for a wide variety of very beneficial services delivered in a cost-effective network because of the block grant system.

At the State level, child care advocates are proposing a tax credit against the Florida State corporation taxes, which would return to the employer 50 percent of his expenditure for the supportive child care, whether operated on site or operated as a purchase of services system.

If this is put into place, it would mean that the cost of care is shared by thirds: one-third through Federal, State and local government; the employer as one-third; and the parent as one-third.

This is true because the parents get back part of their expenditure through a tax credit on their own income tax, and the employer gets back part of his expenditure through a State corporation tax and a Federal tax deduction as a cost of doing business.

If all of these parts continue to exist, day care operators may then increase their prices to the level that makes it possible for them to meet the standards that are urged by such national organizations as the National Association for the Education of Young Children, and national offices such as the Administration for Children, Youth and Families, which standards are not now met in the State of Florida because the parents are simply not able to pay the cost of such commendable standards.

If standards are put in place without purchasing power to the parent through the combined funding, then those children most in need of developmental care are removed from the licensed day care system and put into what we call bootleg care, which meets no standards at all.

The Federal involvement through JTPA, SSBG, community development, revenue sharing, and through the regulations of the IRS, are an essential part of the development that makes it possible to have good day care standards, and I neglected to mention here the Child Care Food Program, administered by USDA.

The State's participation by its use of SSBG and its continued requirement for the local matching share, together with the State's use of the sliding fee scale, which includes the income-eligible families as well as the welfare families—I am mentioning this twice because other States have not maintained the requirement for the local match and have not continued to make that available to anyone other than AFDC—and the potential for the State's tax credit to corporations for their participation, all put together a funding package that gives parents the purchasing power that is necessary.

Further, the system in the State of Florida, developed under the offices of DHRS, which has a central agency for the administration of all funds in each geographic area and purchases services from all qualifying vendors of child care, makes it possible to improve standards for all children in all child care settings. The purchasing

power represented by each parent grows because of the combination of funds made available through several systems.

I understand that George Miller from California is presenting an effort to generate such central agencies—calling them resource and referral—as models in other places in the country, and we are interested in watching that.

The one essential ingredient in this success study is the involvement of the Federal Government through the program and regulations mentioned. It is absolutely vital that the Federal Government maintain and increase, and that the Federal Government does not pull out from the programs.

The Federal Government, through its White House Private Sector Initiative, has encouraged private employers to participate in the provision of child care. This is being done in Florida in a number of ways, but most especially through the purchase of services system managed by the same central agencies that manage the State funding assistance program.

The advantages are very simple. One is that there is no duplication of funding for any individual child. Another is that each child receives the funding most appropriate for that child, with the employer's participating creating a success ladder for the parents.

Employers have responded to the Federal Private Sector Initiative challenge and are beginning to fund the daily cost of child care for their employees who are not eligible for the public dollars program. If the Federal grants to the State in all forms are maintained, then incentives continue for employers to maintain and expand their participation, and the three-way triangle of child care payment is secure, that being Federal-State, employer and parents.

This keeps the parents responsible for the choice of care and the supervision of care for their own children, but it gives them the purchasing power to demand the level of standard recommended by the Federal Government.

Again we commend the efforts of the State of Florida and the success of the Federal Government in this direction. And I would add that my State is the same as the others, that about 50 percent of the need is being met.

I see that as a success story, but not as completion.

Thank you for the opportunity to express these thoughts at your hearing, and thank you for your continued efforts in service to the children.

[The prepared statement of Ms. Carpenter follows:]

TESTIMONY BEFORE
U.S. SENATE SUBCOMMITTEE
ON CHILDREN, FAMILY, DRUGS
AND ALCOHOLISM

PAULA HAWKINS
U.S. SENATOR

MONDAY, DECEMBER 2, 1985
FT. LAUDERDALE
FLORIDA

10:30 A.M.
100 SOUTH ANDREWS AVENUE

PRESENTED BY
PHOEBE CARPENTER
EXECUTIVE VICE PRESIDENT
COMMUNITY COORDINATED CHILD CARE FOR CENTRAL FLORIDA, INC.
816 BROADWAY
ORLANDO, FLORIDA 32803

305/423-8197

Hearing - Paula Hawkins
Ft. Lauderdale, Florida
10:30-12:30 December 2, 1985

Thank you for the opportunity of testifying before the hearing on child care. We do indeed feel that child care is an essential support service to insure young parents access to education, job training and the labor market. We commend Senator Hawkins for assembling persons knowledgable on the subject in her area.

As our testimony, we would also like to commend the Federal Government on certain activities.

We appreciate CETA-JTPA and PIC for Orange-Osceola, and Seminole Counties and their use of their dollars for child care for participants and for training people in child care work. This has enabled hundreds of parents, mostly women, to participate in CETA now JTPA who could not have otherwise. These women have moved from AFDC to JTPA to near self sufficiency with SSBG child care only, to full self sufficiency in a period of three months to five years. The improvement is permanent. The Central Florida PIC purchases child care through the same coordinated system as the State for SSBG, which allows cost effective use of the funds for the permanent improvement. It may be that this system is unique to Central Florida. I don't know, but it should be recognized.

We appreciate and ask for the maintenance of the Federal Social Services Block Grant at the present and increased levels. This Social Services Block Grant is being used in states like Florida to provide child care for low income parents who need it in order to work to be self sufficient. The State of Florida has used the Social Service Block Grant in a cost effective way paying a part of the child care according to the parents' need, up to the level of $15,000.00 gross annual income for a family of four. The state gives special priorities for children of protective service, but in general makes the dollars available to those families who are trying to support themselves. A study done in 1980 by the University of Central Florida documents a 50% reduction in AFDC recipiency because of this child care assistance and further a reduction by 75% in the amount of the AFDC payment for those families who remained in the welfare programs.

We commend the federal government on the Community Development Block Grant and Federal Revenue Sharing to Counties and Cities. These programs are flexible enough to make it possible for counties and cities to use their dollars for matching with the state child care program. The State of Florida maintains the requirement for local government participation in the use of Social Service Block Grant for child care. Cities and Counties

have been able to use Revenue Sharing and Community Development in addition to local general revenue to make these child care programs possible throughout the state. The local control is exercised because Community Development and Revenue Sharing are Block Grants at the local level. This means that they are used very cost effectively and monitored and audited regularly.

We urge that the federal government through IRS maintain the current regulations regarding employer supported child care as a non-discriminatory, non-taxable benefit. The regulations are fair, giving incentive to employers to participate in the cost of the expense of this service and making it to their benefit to do so without penalizing the employee.

We urge the federal government to begin to collect data on the services made possible by the combinations of the regulations in IRS and the local use of the Block Grants for services which benefit children. We would expect that the federal government may claim credit for a wide variety a very beneficial services delivered in the cost effective network because of the Block Grant System.

At the State level child care advocates are proposing a tax credit against the Florida State Corporation taxes which would return to the employer 50% of his expenditure for the support of child care whether operated on site or operated as purchase of services system. If this is put into place it would mean that the cost of care is shared by thirds through federal, state and local government as one third, the employer as one third, and the parent as one third. This is true because the parents get back part of their expenditure through their own personal tax credit on their income tax and the employer gets back part of his expenditures through the state corporation tax credit and the federal tax deduction as a cost of doing business. If all of these parts continue to exist, day care operators may then increase their prices to the level that makes it possible for them to meet the standards that are urged by such national organizations as NAEYC and national offices as the Administration for Children, Youth and families, which standards are not now met in the State of Florida because the parents are simply not able to pay the cost of such commendable standards. If standards are put in place without purchasing power to the parent through the combined funding then those children most in need of developmental care are removed from the licensed day care system and put into what is called "bootleg" care which meets no standards at all. The federal involvement through Social Service Block Grant, Community Development Block Grant, Revenue Sharing Block Grant and through regulations of IRS are an essential part of the development that makes it possible to have good day care standards. The State's participation by the use of its Social Service Block Grant and by its continued requirement for the local matching share, together with the State's use of the sliding

fee scale which include the income eligible families as well as the welfare families, and the potential for the State's tax credit to corporations for their participation puts together a funding package that gives parents the purchasing power which is necessary. Further, the system in the State of Florida developed under the offices of DHRS which has a central agency for the administration of all funds in each geographic area with purchase of services from all qualifying vendors of child care, makes it possible to improve standards for all children in all child care settings: as the purchasing power represented by each parent grows because of the combination of funding made available through several systems.

The one essential ingredient in this success story is the involvement of the Federal Government through the programs and regulations mentioned. It is absolutely vital that the federal government maintain and increase, do not pull out, from the programs. The federal government through its White House Private Sector Initiative has encouraged private employers to participate in a provision of child care. This is being done in Florida in a number of ways most especially through the purchase of services system managed by the same central agency that manages the state funding assistance program. The advantages of this is very simple. 1) is that there is no duplicate funding for any individual child. 2) is that each child receives the funding most appropriate for that child with the employers participation creating a success ladder for parents. Employers have responded to the federal private sector initiative challenge and are beginning to fund the daily cost of child care for their employees who are not eligible for the public dollars programs. If the federal grants to the State, in all forms, are maintained then incentives continue for employers to maintain and expand their participation and the three way triangle of child care payment is secure, that being 1) federal-state, 2) employer, and 3) parents. This keeps the parents responsible for the choice of care and the supervision of care for their own children, but gives them the purchasing power to demand the level of standards recommended by the federal government.

Again, we commend the efforts of the State of Florida and the success of the federal government in this direction and ask that they be recognized and expanded. Thank you for the opportunity to express these thoughts at your hearing and for you continued efforts in service to children.

-3-

Senator HAWKINS. Thank you, Ms. Carpenter.

Margaret Collins, is the president of the Port Everglades Association, and chairs the local PIC [Private Industry Council] for Broward County, which involves the Job Training Partnership Act.

It was a novel approach in the Job Training Partnership Act, to involve the private sector in policy planning, and the procurement and placing of the job training participants.

Welcome, Margaret.

Ms. COLLINS. Thank you, Senator Hawkins.

Good morning and, as was mentioned, I am Margaret Collins, serving my third term as chairman of the BETA Industry Council, which is our private industry council responsible for all Job Training Partnership Act programs in Broward County.

We will be glad to meet with the lady who was having the problems getting those women on her Private Industry Council, and we will tell you that it is really not that difficult.

I have served on this particular council for 8 years, since its inception, and as you can see, I have held the chair for 3, but I am willing to give it up this year to someone who I think will do a good job.

Of the three people from the south Florida region that the Governor has put on the State Job Training Coordinating Council, two of us are females. If we can do that, you can do that too in your area.

I would like to preface my testimony by simply saying that I do understand the problems of the single parent.

I was divorced in 1973, with a 4-year-old and a 4-week-old, and I spent 10 years building my career as a single parent. So, for 10 years, or at least until 2 years ago, I have been very familiar with the problems of child care, and please do not think that being able to afford child care will solve your problems. It does not.

Thank you, Senator Hawkins, for your interest in the child care problems, and please allow me to give you our perspective, the JTPA perspective.

I would like to leave you today with two central messages:

First, adequate child care is an economic productivity problem, and not just a social or humanistic problem.

Second, it is a major barrier to employment for the poor, economically depressed, and lower middle class. And that is why we assure at our Broward Employment and Training Administration Program that I will now call BETA, so that everybody will know that it is an acronym for our job training program, we do assure that 100 percent of our clients needing child care support while in training get it. And I will give you a few statistics at the end of my talk on our program.

Employment, meaningful work, is the thread which holds the social fabric together and, without a job, self-respect decreases, and class distinction increases and crime increases and dependency increases, and tax revenue decreases. Studies have shown that most social ills are solved when a person finds meaningful employment.

Give a person a job and they will provide for food, shelter, and health care for themselves and their family. Jobs mean that the gross national product goes up; tax revenues go up; welfare spending goes down.

Women are a major resource to this Nation's economy. However, often adequate child care is a major barrier to employment. This brings me to point No. 2. This barrier most effectively operates on the poor and middle class.

Let me give you an example. A woman with two children earning a starting salary of $4.86 an hour, which is our average placement wage at BETA, will pay approximately $77 a week in Broward County for child care on a gross salary of $194.

That means that her take-home pay of $145 does not go far when you see what is left after $77 is paid out for child care, what is left for food, shelter, and health care needs.

If the person begins, God forbid, at the minimum wage of $3.35 an hour, and earns $134 a week, which translates into a net pay of $105, it becomes economically and financially irresponsible to continue working and to give up AFDC, Medicaid health benefits, food stamps, and child care benefits.

For those reasons, we find that many of our people will stay on welfare, as opposed to taking a job, if there are these other costs because, when they see that their take-home pay will not cover them, it becomes financially irresponsible for them to give up something when their whole paycheck can go away with one trip to the health care clinic that they no longer have covered because they are not on welfare.

There are many studies which now speak to the feminization of the poor. These studies recognize that the ranks of the poor and the economically disadvantaged are increasingly made up of those who are female single heads of households. For them, child care, both while in training and after placement, is of paramount importance.

At BETA, we find that 52 percent of those in our skills training classes—that is, those in classes who are learning some marketable skill—are receiving child care services.

Ninety-three percent of the female single heads of households at BETA are receiving child care subsidies. These figures represent, however, only 10 percent of our active enrollment.

We believe that these figures are low because of the economic disincentive to attend classes, study hard, let someone else rear your children, and get placed in a job, and then end up with less total resources than what you had while you were on welfare.

I am personally not opposed to paying welfare, even though we run an antiwelfare program. If a person cannot get a job, I do not object to that.

What I do object to is not giving the same benefits to those who are beginning to learn a trade and who are actively involved in a program, that they are not given the Medicaid benefits, that they are not given the child care benefits, and that they are not given the other benefits as soon as they are placed in a job.

You have to understand that I am going to probably say something that is a little unpopular in that I do not believe that JTPA can solve the child care benefits problem the way that the law is now written.

Not only is the 15 percent administrative cap, that makes it very difficult for us to provide a lot of support services and transportation benefits.

I serve on the State Job Training Coordinating Council, and we have something called performance standards, and at our local program we just got a half a million dollar incentive bonus. We are the best program in the State, and we got the most money once again, but I will tell you how we won that. It was by meeting eight out of eight performance standards, and one of those performance standards is cost per placement. And while you are requiring us to serve more people with less money and with more restrictions on our administrative money and do it at a cheaper cost, what you are forcing us to do, through the way that the law is written and not the way that we choose to operate it on a local option basis, is to go into more direct placements.

It is cheaper to put people on a job and to train them, and we cannot spend the amounts of money that we would like to do on these difficult types of training programs, and that includes child care, transportation, and counseling, because what happens is that we are penalized for that when we come up for a review the next year. And that is happening around the country, and we have complained about it and we will continue to do so as our program is very vocal to criticize those things. But I need to tell you that, at the same time, you cannot come back at me and say you guys are not doing a good job. Because we are doing a great job of placing people in jobs, and that is what JTPA is for.

We cannot solve all of the other problems of child care and support services, because the law is not written to allow us to do that without being penalized.

If you will change the law so that we are not penalized, we will be glad to do that.

As I say, we provide in our local program 100 percent child care for people who need it, and it is at the expense of some of those performance standards that we do that.

Senator HAWKINS. Does the waiver provision help overcome the standards problem?

Ms. COLLINS. No, it does not.

The performance standards are very simple. The cost for placement, the cost for training, and they are subjective.

We have heard many horror stories about child abuse, but the one hidden form of abuse that is rarely reported is the practice of poor working mothers leaving their very young children with their older children, not only providing inadequate care, but sometimes even holding the older children out of school.

I will not delve into that because you have heard it very well from the people from the more rural neighborhoods than Broward County.

As a private sector group directly involved in the unemployment problem, we wish to make the following recommendations:

Get employers involved, promote shelter facilities at the place of employment or very nearby.

Child care could be included as a optional fringe benefit when used in a flexible fringe benefit package, but it should not be taxed.

Federally subsidized child care should be continued and expanded to include those not only at the poverty level, but just above the poverty level, and it should be available during and after place-

ment from our job training programs, perhaps through vouchers as in the existing Section 8 HUD Housing Program.

More infant care facilities are needed, because infants require more care. And it is therefore more costly and less popular at the private day care facilities serving the poor and near poor.

Facilities offering evening care should be promoted, because a person who needs to study or work in the evening often finds that there are no child care facilities available in the evening, and I can vouch for that.

As in the Job Training Partnership Act, which is effectively addressing unemployment needs through a partnership between the Government and the private sector, we believe that a similar public partnership attacking the child care problem would greatly contribute to the American economy, as well as giving a new generation of Americans a decent start on life.

We hope that you will be able to push that, as you have so many other programs that have helped children.

Senator HAWKINS. Thank you.

Ms. COLLINS. Thank you, Senator Hawkins.

Senator HAWKINS. Those standards were promulgated by the Department of Labor?

Ms. COLLINS. That is correct.

Senator HAWKINS. And they are not part of the JTPA. I can assure you that we will have a meeting with the Department of Labor and change those.

Ms. COLLINS. I neglected to give you just a couple of child care statistics from our program, if you are interested.

Senator HAWKINS. Of course.

Ms. COLLINS. One would be that we serve 240 women who received child care services during the 12-month period ended June 30, 1985, and we expect to serve an equal number during the current year.

That is an expenditure of about $178,000 through June 30, 1986, which will be about the same as last year's.

Out of an active enrollment of 664 people, we have 122 people in skills training, and 65 of the women in that skills training program are receiving child care benefits.

Ninety-three percent of the female single heads of households with children under 6 are receiving child care benefits from us, and the cost is $45 a week for one child and $77 a week for two children.

As I mentioned, we do not have a waiting list for child care, and I think the figures are low because, as I said, the law is gearing us toward direct placement activities. And as soon as we place them on a job, the services are no longer there. And also since JTPA does not pay a stipend, it does not pay people to go into class and for training, which it did before, when it worked, even though we did not get it back. And some people cannot afford to sit in those training programs and put bread on the table, much less pay for child care services. So, as a result of less people going into training and more people going into direct placements, there is a lesser requirement for child care.

It is not that we should not be doing it or that there should not be a waiting list. There should be a huge demand for it, but those are the reasons why I believe that there is not.

Senator HAWKINS. I would say that is the reason that the program is being criticized nationwide.

Ms. COLLINS. Of course it is.

Senator HAWKINS. Those things are being taken from the people who need them the most.

Ms. COLLINS. Of course.

Senator HAWKINS. We have always used Broward County as a model for the total national program.

I commend you for being so diligent and for not only being the administrator of it, but for being on the State board. And maybe you can help some of these ladies get on the local PIC in their counties.

Ms. COLLINS. Thank you, Senator Hawkins.

Senator HAWKINS. Sandra Keene is the coordinator of a vocational educational grant and the RIVET Program at the Brevard Community College, both using Federal funding. We are here to hear your report about your program meeting the needs of displaced homemakers and teenage mothers.

Ms. KEENE. Thank you, Senator Hawkins, and I am honored to be called upon to be here this morning.

Young women who are single parents have complex social needs and an urgent need to become economically self-sufficient.

In order to assist women to access job skills training available in my community, I have found that there is a great need for child care and dollars.

Today I will talk about the impact of poverty and the demise of the extended family. In particular, I will address some of the problems of young women who are single parents, and point out a way to assist these women in their struggle to become self-sufficient.

The following figures are based upon the 1980 census:

We find in that census that 75 percent of the poor are women and children, 45 percent of the mothers with children under the age of 6 are working, and 11 million children under 13 have no care while their parents work. In Brevard County, FL, the median income for all women in 1980 was $9,805, while the median income for female heads of households with children under 6 years of age was $5,179. A family cannot live on an income of $5,179 in 1985.

How is it possible for a young woman to rise above the poverty level?

If the child support awarded by the court were paid, it would be a beginning. However, the census shows that this is seldom the case because 74 percent of all fathers default in the first year of their court ordered child support.

Without the help of the extended family, the picture for the single parent family is indeed very grim.

Most of the women we serve have come from white middle class homes. They had not known poverty before they were divorced, and they have little awareness of the social service agencies to assist the poor.

Our program orients and makes direct referrals to these agencies and, at best, this gives them access to food stamps and shelter. This

is life at the survival level, and any income that she earns will be charged against the benefits that she receives from these agencies.

In order to rise above the poverty level, training in a specialized skill is needed. Brevard Community College, assisted by the Job Training Partnership Act and the Carl Perkins Vocational Education Funds, offers many training programs.

Financial aid assistance for tuition is available, and our women are encouraged to apply for and accept that financial assistance. However, that assistance, like earned income, is also charged against health and rehabilitative services [HRS] allotments. That is the price, in the short term, for an HRS recipient, when she enrolls in college.

Vocational education job skills training is a most likely solution to poverty in the long run, and that is what we strongly encourage. However, the greatest barrier for a woman to enter college or JTPA-funded training is the cost of child care.

Again, unless the extended family can provide the child care, the expense of child care is impossible for the HRS recipient. And as you heard earlier today, charges in our county range from $30 to $60 per week.

In Brevard County, JTPA is offering the prepaid child care option, and 70 to 75 percent of the women who apply are accepting, which is a very clear indication that the women are in need of child care assistance. The work incentive program for mothers who are HRS recipients has a long waiting list for the subsidized child care available.

Central Florida has a fast growing job market, and the jobs are available. But wages are low unless workers have special skills.

The college offers the training needed to enter the job market, but we need to find better ways to help young women who are single parents gain access to that training. The lack of child care dollars to assist students is the major barrier to job training.

At Brevard Community College in 1985 and 1986, nearly one-third of our Carl Perkins Entitlement will go directly into child care stipends. These dollars will assist women enrolled in high school and nontraditional training.

Over the past 2 years, I have provided direct service and counseled with more than 400 women who face the struggles of providing for themselves and their children. I know that they have great needs.

No longer is it likely that a young mother can rely upon her mother or sisters or other extended family members to assist her with child care. The young mother most often finds that grandmother is working or that she has moved, and the American dream of extended family support is no longer available.

I strongly recommend that we make child care dollars available to mothers who are in job skills training.

After the committees have heard the facts, and after the decisions have been made and the lights in our conference rooms have been turned out, there is a voice that can still be heard, and that is the child of the child, "I am the child. I am the future. Who will care for me?"

Senator HAWKINS. Thank you, Sandra.

Your program has a fantastic reputation for offering nontraditional job skill training programs for women. In other words, you have a great trend setting program there in training women for the higher paying jobs.

Ms. KEENE. That is definitely the emphasis for us, and short-term high skill training is what we are striving for.

In one program, electronic communications repair, the class was without students 2 weeks before college was to start. I assisted the industrial division advertising that class, with a public service announcement on the radio, directing it toward women. In 2 weeks we received over 60 telephone calls in our office. We exceeded the capacity of the class very quickly and had enough for a second class. I am just sure that women want this kind of training but do not know how to get it.

Senator HAWKINS. We commend you for your care and your stewardship.

Ms. KEENE. Thank you.

[The prepared statement of Ms. Keene follows:]

CHILDCARE: AN ESSENTIAL SUPPORTIVE SERVICE TO INSURE ACCESS TO EDUCATION, JOB TRAINING AND THE LABOR MARKET

TESTIMONY BY SANDRA G. KEENE
Cocoa, Florida

Broward County Main Library
Ft. Lauderdale, FL
December 2, 1985

Young women who are single parents have complex social problems and an urgent need to become economically self-sufficient. In order to assist women to access job skills training available in my community, I have found there is a great need for childcare and dollars.

Today I will talk about the impact of poverty and the demise of the extended family. In particular I will address some of the problems of young women who are single parents and point out a way to assist these women in their struggle to become self-sufficient.

A PROFILE

The 1980 Census reveals that:

- 75 percent of the poor are women and children.
- 45 percent of mothers with children under six are working and 11 million children under 13 have no care while their parents work.
- In Brevard County, FL, the median income for all women is $9,805, while the median income for female heads-of-household, with children under six, was $5,179.

A family cannot live on a income of $5,179 in 1985.

How is it possible for a young woman to rise above the poverty level?

If the child support awarded by the court were paid, it would be a beginning. However, the census shows that this is seldom the case because *74 percent of all fathers default in the first year of court-ordered child support.

Without the help of the extended family, the picture for the single parent family is indeed very grim.

*1980 U.S. Census Bureau Statistics

Most of the women we serve have come from white, middle-class homes. They have not known poverty before they were divorced. They have little awareness of the social service agencies to assist the poor. Our program orients and makes direct referrals to these agencies. At best this gives them access to food stamps and shelter.

This is life at the survival level. Any income she earns will be charged against the benefits she receives from these agencies.

In order to rise above the poverty level, training in a specialized skill is needed. Brevard Community College through JTPA (Job Training Partnership Act) and Carl Perkins (Voc. Ed.) funds offers many training programs. Financial aid assistance for tuition is available, and our women are encouraged to apply for and accept that; however, financial aid for tuition, like earned income, is also charged against Health and Rehabilitative Services (HRS) allotments. That is the price in the short term for an HRS recepient.

Vocational education job skill training is a most likely solution to poverty in the long run, and that is what we strongly encourage. However, the greatest barriers for a woman to enter college or JTPA funded training is the cost of child care. Again, unless the extended family can provide the child care, the expense of child care is impossible for the HRS recepient. Charges range from $30 to $60 weekly in Brevard County. In Brevard County, JTPA is offering the pre-paid child care option, and 70 to 75% of the women who apply accept. This is a very clear indication that women are in need of child care assistance. The Work Incentive Program for mothers who are HRS recepients has a long waiting list for the subsidized child care available.

Central Florida has a fast-growing job market. The jobs are available, but wages are low unless workers have special skills.

The colleges offer the training needed to enter the job market. We need to find better ways to help young women who are single parents to gain access to that training. The need for child care stipends to assist is the major barrier to job training. At Brevard Community College in 1985-86 nearly one-third of our Carl Perkins Entitlement will go directly into child care stipends. These dollars will assist women enrolled in high school and non-traditional training.

Over the past two years I have provided direct service and counseled with more than 400 women who face the struggles of providing for themselves and their children. I know they need our help!

No longer is it likely that a young mother can rely on her mother or sisters, the extended family members, to assist her with child care. The young mother most often finds grandmother is working, or she has moved. The American Dream of extended family support is no longer available.

I strongly recommend we make child care dollars available to mothers who are in job skills training.

After the committes have heard the facts, after the decisions have been made and the lights in the conference rooms are turned out, there is a voice that can still be heard. That is the voice of the child:

"I am the Child; I am the Future; who will care for me?"

Senator HAWKINS. Our final witness today is Patrice Woeppel, who is the director of the Early Childhood Development Association of Broinard County, FL, here.

The child care agencies take care of over 2,000 children in Fort Lauderdale, and Patrice is addressing the needs of parents who are served under the Refugee Resettlement Act. And I understand that we are going to visit one after this hearing.

Ms. WOEPPEL. After this hearing, we will be visiting a therapeutic nursery.

Thank you, Senator Hawkins, for providing the opportunity for me to share with you some of the Early Childhood Development Association's experiences in providing child care to refugee and entrant families. We have identified four major problems:

First, that child care is not included in the employment related expenses category of targeted assistance.

Second, the 3-year limit on the refugee resettlement program.

Third, lack of funds.

Fourth, the impounding of Federal funds.

The Federal Office of Refugee Resettlement, the ORR, does not recognize child care as an employment-related expense.

ORR-targeted assistance dollars are divided 85 percent for employment related expenses, and 15 percent for other expenses. Child care is in the other category, vying with English language classes, transportation, and legal services for those minimal dollars in the other category.

This policy is defeating what the Refugee Resettlement Program is trying to accomplish. If subsidized day care is not available, parents must either stop working or leave youngsters in the care of slightly older brothers and sisters, or in the care of an elderly or infirm relative, or alone and unsupervised. And we know this happens. Workers have discovered small children locked in bathrooms

or tied to furniture because the earnings of desperate parents could not be stretched to pay for child care.

Seventy-five percent of the Refugee Resettlement Program applicants require child care.

In county after county in this State, the lack of child care has been shown to be a barrier to employment through the Refugee Resettlement Program.

Twelve hundred people will receive jobs or training through the Broward Refugee Resettlement Program this year. Two years ago, it was 15,000. We can only provide child care for 200.

Because there are so few child care slots, child care is limited to 90 days, and that is how we come up with the 200, it actually means 48 slots. This gives you some idea of what has happened in the past 2 years (displaying chart).

Ninety days is unrealistic and impractical, and let me give you one example.

Daniella completed her training at Atlantic Vocational, and the day care services that she was receiving for her 6-month old daughter were discontinued. She had, however, gotten a job through the counselor at Atlantic Vocational. Her job would pay her about $100 a week.

Child care in this area would run somewhere in the neighborhood of $45 to $60 or $70 a week, and she obviously could not afford that. She also did not want to lose the job and stay home with the baby, so she left her daughter with an elderly caretaker at a cost of $25 a week—obviously unlicensed and all of the rest—and the child recently spent 2 weeks in the hospital because of the babysitter's neglect. Daniella is still considering using that babysitter again for her child because she does not have any other options.

Title 20 would be an option in theory. But, of course, we have 1,900 eligible children on the waiting list for that service, so it is not a realistic option for her.

The second problem that we have identified is the 3-year limitation on Federal assistance for refugees and entrants, which presumes full acculturation within that time.

Haitians who have come to south Florida have had to learn a new language and to accustom themselves to urban living. The only employment available to them is in the minimum wage service occupations which, in this area, are seasonal. The Haitians are an industrious people who are willing to learn the job skills they need for stable employment.

Continued Federal assistance would provide child care and assist them to become economically self-sufficient and eliminate the necessity for future welfare subsidies.

There are 45,000 entrant refugees in this county, but the Office of Refugee Resettlement only recognizes 6,600 of them because of that 3-year limit that I just mentioned. If you add to the 45,000 figure the 3,000 of our newest citizens who have been born to refugee parents in this county over the last few years, you can easily see that we have a major problem.

These U.S. citizens must depend on their refugee parents. They need good developmental care, they need the Children's Nutritional Program which Senator Hawkins has fought so hard to maintain, they need exposure to the English language and to a variety

of other services. While the need has grown, our funding has decreased each year, which brings me to the third issue.

Two years ago, we were receiving $564,000 for 11 months to provide child care. This year, it is $120,000 for 12 months, or an 80 percent reduction. So while the numbers in need have increased, the dollars for the services have substantially decreased.

To sum up, child care must be included in the 85 percent employment related category of targeted assistance. That is essential.

The 3-year limit must be lifted.

The funds allocated for targeted assistance must be released. Thirty percent of our allocation has been impounded, and that represents $3.5 million for the State of Florida.

Finally, we need additional targeted assistance funding to continue those services that can help the Haitian entrant refugee population become self-supporting productive citizens.

Thank you on behalf of our almost 3,000 newest citizens and their refugee entrant parents valiantly working and trying to adjust to their new lives in the United States.

Senator HAWKINS. Thank you, Patrice.

I might tell the audience that the administration did hold up the money for the Refugee Resettlement Act. Florida and California sued to get the money, and the Senate, in the meantime, acted, and we have that money free now.

I requested a GAO study of how the Resettlement Act money was being used and what had happened to the money while we were not getting it. And I will be happy to coordinate with you on our findings.

Ms. WOEPPEL. Thank you. We would appreciate that.

Senator HAWKINS. All of these programs come up for reauthorization next year, you know, and not every State has a refugee problem. It is very difficult to get a State without a refugee problem to help a State that does. So it is a matter of personal tactics on how we get that money, and we might have to call upon you to give us some assistance. Many people have come to Florida from another State, and it is very difficult to get those other States to help us, so we might have to march together again.

We appreciate your administration and your testimony here today, and I would like to ask you one question.

Have you had to terminate any contracts with parents because there was not enough Federal money to continue their child care?

Ms. WOEPPEL. Oh, yes, that is right. We terminated about 150 children between April and June of last year, and that was very sad because, in many cases, there was nothing that we could do. And there was no other program that we could use for those children.

Senator HAWKINS. Thank you so much, and would you mind giving us an overview of your program that centers on therapeutic day care, and whether it is for the mother or for the child?

Ms. WOEPPEL. It is for both.

We operate a therapeutic nursery for children who have been identified by HRS Protective Services as being either abused or neglected. It is a small program, and it operates at two centers, and what we do is we mainstream the child in the morning in the regular day care center program, and then in the afternoon, the chil-

dren are in a very small group for the therapeutic session, no more than one to one or one to two, with a counselor.

The whole program is under the supervision of a clinical psychologist.

We meet with the parents in group, and we also do mother-child groups—in other words, the mother and the child in a group of about 8 or 10, in addition to the individual counseling and group counseling.

We are very excited about it, and we have done pre- and post-testing, and timed observations, and we can document the efficacy of our approach. We are very excited that you are coming to visit us this afternoon.

Thank you.

Senator HAWKINS. I will be telling the other Senators about it, too.

Everyone in this room knows that it was quite a feat to even get child care mentioned in job training. Our concern is to make sure that it gets to the right program.

There was great concern about how bad CETA was, and they wanted high performance standards in this particular legislation because it was novel and a breakthrough that we had never had before. And we will soon see how GAO did spend that money on the Refugee Resettlement Program.

I understand that the GAO study came out this weekend on the Job Training Partnership Act, the study that we had asked for—which is in this morning's newspapers.

We thank those of you who have participated with us today, and we will continue to work with you in the future.

As Sandra so eloquently stated, the children are our future. And in talking about the future, we have to talk about children.

They do not vote, and they do not have a PAC. And I want to tell you that it is hard to get people, especially Senators, to work for those people who do not vote and do not have a PAC. So the ladies have to make up the difference, and this group of ladies really has.

[Additional material supplied for the record follows:]

CHILDCARE: AN ESSENTIAL SUPPORTIVE SERVICE

U.S. SENATE
LABOR AND HUMAN RESOURCES SUBCOMMITTEE

ON
CHILDREN FAMILY DRUGS AND ALCOHOLISM

TESTIMONY OF: KATHLEEN L. MCLESKEY
EXECUTIVE DIRECTOR
STATE JOB TRAINING
COORDINATING COUNCIL

THE EMPHASIS OF THE JOB TRAINING PARTNERSHIP ACT IS JOB PLACEMENT. PROGRAMS MUST BE PERFORMANCE ORIENTED AND OUTCOME DRIVEN. IT IS ONE OF THE FEW, IF NOT ONLY, SOCIAL PROGRAMS WHOSE ACCOUNTABILITY IS BASED ON MEETING ITS PERFORMANCE STANDARDS. ONE OF FEW FEDERAL PROGRAMS WHERE PROCESS TAKES A BACK SEAT TO PRODUCT. WE, BOTH THE PUBLIC AND THE PRIVATE SECTORS, IN FLORIDA APPLAUD AND EMBRACE THIS CONCEPT. WE PREFER TO BE JUDGED BY OUR RESULTS RATHER THAN EXTENSIVE DIALOGUE ABOUT OUR PROCESSES. THIS PERFORMANCE ORIENTATION IS ONE OF THE PRIMARY REASONS THAT FLORIDA'S PRIVATE SECTOR HAS JOINED US AS PARTNERS IN EMPLOYING THE JOBLESS.

THE JOB TRAINING PARTNERSHIP PROGRAM PROVIDES FOR 15% OF THE FUNDS AVAILABLE TO LOCAL PRIVATE INDUSTRY COUNCILS (PIC) TO PROVIDE SUPPORTIVE SERVICES TO JTPA PARTICIPANTS. THE STATE OF FLORIDA RECEIVES $53,506,000 FOR JTPA WHICH IT PASSES TO THE LOCAL PIC's. OF THAT AMOUNT, $8,025,900 IS EARMARKED FOR SUPPORTIVE SERVICES. TO DATE, THE SPENDING LEVEL FOR JTPA SUPPORT IS AT 14.9%. THIS LIMIT, AS WRITTEN IN THE LAW, SUGGESTS THE LACK OF EMPHASIS ON SUPPORT SERVICE AS AN SIGNIFICANT FACTOR IN TRAINING AND PLACEMENT PROGRAMS. JTPA ALSO PROHIBITS ANY STIPENDS TO BE PAID TO PARTICIPANTS WHILE IN THE PROGRAM. BOTH OF THESE ELEMENTS OF THE LAW, DIRECTLY IMPACT PROGRAM DESIGN.

JTPA BECOMES A PLACEMENT PROGRAM. UNLIKE ITS PREDECESSOR CETA, JTPA DOES NOT PROVIDE FOR INCOME MAINTENANCE. THIS FACT MAY HAVE RESULTED IN LESS INTEREST IN JTPA BY THOSE WHOSE PERSONAL CIRCUMSTANCES REQUIRE MORE SUPPORT. THOUGH ADDITIONAL

SUPPORTIVE SERVICES CERTAINLY WOULD ENHANCE JTPA'S ABILITY TO REACH ADDITIONAL CLIENTELE. IT MAY NOT RESULT HOWEVER IN SIGNIFICANT INCREASES IN LONG TERM JOB PLACEMENT. THIS POINT IS CRITICAL AND MUST BE UNDERSTOOD FULLY BY THOSE WHO ATTEMPT TO DEVISE SOLUTIONS.

AS ALL PEOPLE WITH CHILDREN, THE UNEMPLOYED HAVE NEEDS FOR A VARIETY OF SUPPORT SERVICES TO MAINTAIN THEIR FAMILIES. THE FINANCIAL REALITY OF THESE NEEDS SERVE FOR THE MOST PART AS A BARRIER TO SEEKING EDUCATION AND TRAINING AND MAINTAINING EMPLOYMENT. FOR EXAMPLE, AN UNEMPLOYED MOTHER WITH 3 CHILDREN IN FLORIDA MAY BE ENTITLED TO $7310/YR. IN CASH AND SERVICES TO SUPPORT HER FAMILY. THIS SAME MOTHER WORKING AT $3.35 PER HOUR RECEIVES $6968 PER YEAR BEFORE TAXES. A TEN PERCENT REDUCTION.

THOSE OF US WHOSE WORK IS DIRECT TO TURNING "TAX USERS" INTO "TAXPAYERS" SPEAK OFTEN ABOUT IDEALS SUCH AS "SELF-ESTEEM" AND THE "WORK ETHIC". BUT, BY THE SAME TOKEN WOULD CONSIDER A CONSCIOUS DECISION BY ANY WORKING PERSON TO REDUCE HIS/HER PERSONAL INCOME UNSOUND IF NOT IRRESPONSIBLE. WE HAVE TOO LONG DEALT WITH THE SUBJECT OF UNEMPLOYMENT AND ITS CURES IN MORAL TERMS. ANY STUDY OF SUPPORT FOR PEOPLE TO ENSURE ENTRY INTO THE LABOR FORCE MUST BE BASED PRIMARILY ON THE FINANCIAL REALITIES WITH WHICH THE UNEMPLOYED ARE BASED. WE MUST TURN THE SYSTEM'S DISENCENTIVE TO WORK INTO INCENTIVES.

PRESENTLY, MOST SUPPORT SERVICES RECEIVED BY PARTICIPANTS ARE TERMINATED IMMEDIATELY UPON EMPLOYMENTS. AT THE SAME TIME, AS A NEW EMPLOYEE OF A BUSINESS, THIS SAME PARTICIPANT MAY NOT BE ELIGIBLE FOR COMPANY BENEFITS FOR 6 MONTHS. ONE CHILD'S

BROKEN ARM CAN BECOME A FINANCIAL DISASTER FOR A FAMILY JUST GETTING A NEW START. THE IDEAL SYSTEM WOULD ELIMINATE THE "CLIFF" EFFECT ON SUPPORT SERVICES CAUSED BY EMPLOYMENT. IN FACT WHAT MIGHT BE PROPOSED IS A GRADUAL LESSENING OF BENEFITS AND DEPENDENCY, WHILE ENCOURAGING CONTINUED PARTICIPATION IN THE WORKFORCE. THIS WOULD CERTAINLY MAKE A RETURN TO EDUCATION OR ENROLLMENT IN JOB TRAINING MORE INVITING.

THE SYSTEMS WHICH PRESENTLY ATTEMPT TO SERVE THE DISADVANTAGED UNEMPLOYED CONTINUE TO BE FRAGMENTED. THIS FRAGMENTATION HAS SERVICE PROVIDERS WORKING AT ODDS WITH ONE ANOTHER IN AN ATTEMPT TO SUCCEED. THE PRIVATE SECTOR VOLUNTEERS WHO WORK WITH US CONTINUALLY POINT OUT THAT PROGRAMS DESIGNED TO OFFER A VARIETY OF SERVICES TO THE SAME WORK GROUP COMPETE WITH ONE ANOTHER BECAUSE OF PROGRAM MANDATES. PRIVATE SECTOR VOLUNTEERS REMAIN CONCERNED ABOUT INTERAGENCY COORDINATION EFFECTIVE SERVICE DELIVERY.

THE JTPA BRINGS TO US A MARVELOUS OPPORTUNITY TO ADDRESS THESE AREAS. ALL PARTICIPANTS OF THE EMPLOYMENT AND TRAINING COMMUNITY ARE REPRESENTED AT THE PIC TABLE. FLORIDA HAS TAKEN THE POSTURE THAT PIC'S ARE NOT MERELY THE ADVISORS ON JTPA. INSTEAD, WE HAVE OPTED TO CHALLENGE THE PIC'S TO BECOME THE "UNITED WAY" OF EMPLOYMENT AND TRAINING IN THEIR AREA. THIS SAYS THAT A PIC SHOULD REVIEW ALL EMPLOYMENT AND TRAINING PROGRAMS AND ASSURE THAT A COORDINATED STRATEGY EXISTS TO SERVE THOSE IN NEED. THE PIC HAS BEEN CHALLENGED TO BRING ABOUT A TOTAL COMMUNITY CHANGED FOR TACKLING UNEMPLOYMENT. THIS IS HAPPENING IN EVERY COUNTY IN FLORIDA. THE OVERALL GOAL FOR ALL OF US IS TO HAVE THE MOST EFFECTIVE AND EFFICIENT SYSTEM THAT MOST BENEFIT THE UNEMPLOYED. IN ORDER TO DO THIS WE NEED TO PUT INCENTIVES ON EMPLOYMENT TO MAKE SURE THAT IT IS MORE COMPETITIVE THAN UNEMPLOYMENT. WE NEED TO CONTINUE TO REVIEW OUR WORKS TO ASSURE WE DON'T LOSE SIGHT OF OUR GOALS.

DISPLACED HOMEMAKERS NETWORK
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WRITTEN TESTIMONY OF THE DISPLACED HOMEMAKERS NETWORK
on
PROVISION OF CHILD CARE IN TRAINING PARTNERSHIP ACT PROGRAMS
Presented to
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOL
SENATE LABOR AND HUMAN RESOURCES COMMITTEE
on
DECEMBER 2, 1985

The Displaced Homemakers Network, a national umbrella organization linking displaced homemakers, service providers and advocates is pleased to submit testimony on the provision of child care in the Job Training Partnership Act Program. Formed in 1978, the Network provides technical assistance to the more than 700 programs serving displaced homemakers in addition to advocating on the national, state and local levels on issues of importance to displaced homemakers.

The primary concern of displaced homemakers, who have been out of the labor market for ten, twenty, even thirty years, is finding employment. Many of them need to develop marketable skills. Yet their participation in job training programs is curtailed by lack of affordable and accessible child care. According to a recent report issued by the Office of Technology Assessment, a majority of displaced homemakers (51 percent) have children living at home (Office of Technology Assessment, Displaced Homemakers: Program and Policy--An Interim Report, October 1985, p.1). Clearly, if Job Training Partnership Act (JTPA) programs are to be viable sources of training, they must make provisions for child care.

The Displaced Homemakers Network has found that support for child care is limited in JTPA programs. A survey conducted by the Network in 1985 showed that only 27 of 80 JTPA contracts that served displaced homemakers, or 34 percent, included funds for child care. The U.S. General Accounting Office (GAO) studied the issue of supportive services under JTPA but "did not determine the extent to which (they) satisfied participants' needs for such support" (General Accounting Office, The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics, November 6, 1985, p.18). Our anecdotal evidence strongly suggests that the need for child care is not being met and that many displaced homemakers and other single heads of household are effectively excluded from JTPA programs.

To resolve this problem, Congress should take action to clarify to states and local service delivery areas (SDAs) four ways in which individuals needing child care could be better served by JTPA. First, Congress should clarify that funds available for child care and other supportive services should be used for this reason. GAO and an independent consultant have both found that SDAs have been allocating only 7-9 percent of their funds for supportive services (GAO, p. 19; Gary Walker, Hilary Feldstein and Katherine Solow, An Independent Sector Assessment of The Job Training Partnership Act: Phase II-Intial Implementation, January 1985, p.iii). The law itself allows 30 percent of Title IIA funds to be spent for administrative costs and participant support in combination. If SDAs reach the cap set in the law of 15 percent for administrative costs, they still could use the 15 percent for supportive services--double the amount that has been spent.

Second, Congress should clarify that SDAs can seek to have the 30

percent limitation waived, thereby making more funds available for supportive services. The law states that the governor must grant the request for a waiver if, among other conditions, the SDA plans to serve a disproportionately high number of participants from groups requiring exceptional supportive services costs or if the cost of providing necessary child care exceeds half the costs allowed for participant support. Although very few SDAs have sought waivers (6-7 percent), the GAO study found more participant support has been provided by those SDAs receiving waivers than by other SDAs (GAO, pp.15-16). # Displaced homemakers would be better served under JTPA if more SDAs sought waivers that allowed them to devote more funds to child care.

A third way that more child care could be provided is to have states provide incentive grants (6 percent of the Title IIA funds) for serving hard-to-serve individuals, a population that includes displaced homemakers who need child care in order to participate in JTPA programs. The law authorizes use of the incentive grants both for this purpose and for incentives for SDAs which exceed their performance standards. It appears that states have used the incentive grants mainly for rewarding SDAs that surpass their performance standards. Using the grants for encouraging services to hard-to-serve populations would help displaced homemakers and other single parents gain access to JTPA programs.

Finally, Congress should act to encourage SDAs to provide child care through alternative means. The GAO study found that a sizeable proportion of SDAs (60 percent) had supplemented their Title IIA funds by entering into agreements with other agencies, and 5 percent had sought funds from other sources. These approaches allow SDAs to serve single heads of households at no extra cost to the SDA.

According to the GAO study, the majority of SDA administrators and representatives on the Private Industry Councils believe that JTPA enrollees are more motivated than CETA enrollees "because of participant support limitations" (GAO, p.29). In the case of displaced homemakers, this comment is not true. They are highly motivated. For them, JTPA could mean the difference between employment and unemployment. But without child care, JTPA means nothing at all.

Is the Job Training Partnership Act Training Displaced Homemakers? Displaced Homemakers Network, Washington, D.C., October, 1985

Executive Summary

Under a grant from the Women's Bureau, U.S. Department of Labor, the Displaced Homemakers Network surveyed its programs in the winter of 1985 to determine the extent and nature of services to displaced homemakers under the Job Training Partnership Act (JTPA). Also sought was information about the barriers to JTPA which kept program operators from bidding successfully for contracts. Finally, the survey collected information to find out if programs' level of involvement in their local JTPA scenes could be related to having a JTPA contract. The key findings are presented below.

- Of the 425 programs contacted by the Displaced Homemakers Network, 184 sent in completed surveys. Of this number, 61 programs reported a total of 80 JTPA contracts.

- The typical JTPA project enrolls 1-20 displaced homemakers.

- A wide range of services is being provided by projects serving displaced homemakers, with the greatest concentration in pre-employment activities. The second most frequently cited service area was vocational training.

- Fifty-five of the 80 contracts made provisions for supportive services, mainly child care and transportation costs.

- Much of the vocational training offered by JTPA projects was in one of three areas: clerical/office skills/word processing, health care and nontraditional occupations.

- A slight majority of the entered employment rates used as performance standards were higher than the performance standard set by the Secretary of Labor, while the required cost per entered employment was much lower for the great majority of contracts. Average wage-at-placement figures were somewhat suppressed, perhaps reflective of training programs which prepare women for entry-level, minimum-wage jobs.

- The majority of contracts were for less than $60,000. Although all possible sources of JTPA funding were tapped by displaced homemaker service providers, the most frequently tapped was Title IIA.

- The 10 percent window for serving individuals who face barriers to employment is being used to enrolled displaced homemakers, sometimes because they are included in a generally category of the "not economically disadvantaged" and sometimes because the SDA had named displaced homemakers as a target population. A problem related to the use of the 10 percent window is that some states' definitions of "displaced homemakers" exclude many clients who are generally considered to be displaced homemakers.

- The two reasons most frequently cited as causes for not having a JTPA contract are (1) Lack of information--The program was not sufficiently tied into the local JTPA system to get involved in bidding for a contract, and (2) Displaced homemakers are not targeted--The PIC was not funding programs for special populations but, instead, was "mainstreaming" service delivery. Other reasons commonly named were that PICs were funding vocational training, which the program did not want to provide; displaced homemakers were not being served under the 10 percent window; programs could not wait until placing clients in jobs to be reimbursed for services; community-based organizations were not receiving contracts; and displaced homemakers were not able to meet income eligibility guidelines.

- Knowledge of and involvement in the local JTPA scene appears to be positively related to having a JTPA contract. Compared with non-contractors, contractors were more likely to be involved in such ways as submitting comments on the local job training plan and being represented at PIC meetings.

(EDITOR'S NOTE: Due to printing limitations, certain other material supplied for the record by the Displaced Homemakers was retained in the files of the committee.)

DAY CARE IN AMERICA

Who's Raising Our Children?

Preschoolers learn about books at Kinder-Care center in San Jose, Calif.

BY MARGUERITE MICHAELS

A QUESTION THAT would have seemed preposterous not so many years ago is today troubling child-development experts around the nation. "We don't know who is raising our children," says Richard Ruopp, president of the Bank Street College of Education in New York.

Either by necessity or by choice, the majority of women with preschool-age children are now out in the work force. In these places is an apparatus of child care that ranges from excellent to disastrous—with, often, not enough options to make a choice.

The stereotype of a middle-class family—breadwinner husband, homemaker wife, two children—represents only 7 percent of all American households today. Almost half of the country's children under age 6 have working mothers. Only half of those children stay with relatives.

Where are the rest?

Approximately 1.2 million children are enrolled in day-care centers, a number that has doubled since 1970. An estimated 4.5 million more receive care in neighborhood day-care homes.

Helen Blank of the Children's Defense Fund calls the available day care a "patchwork for people with money and next to nothing for people without." Jan Yocum, who runs the respected Rosemont day-care center in Washington, D.C., thinks "patchwork" is "too calm" a word. "What we have is a chaotic mess," she says.

The logistics of finding quality day care—any kind of day care—are frightening. Parents are trying to be responsible, but the options are so few and the waiting lists so long that many decisions are made in a crisis atmosphere and cause stress for the whole family.

Most day care is informal and unregulated, consisting of a baby-sitter a few days a week, a neighbor who comes whenever she's free or maybe a relative who fills in.

There are two kinds of institutional day care: centers and home care. Centers handle large numbers of children. Some are commercial chains, others are nonprofit operations run by churches, civic groups, employers or labor unions. Home care is just that—a small number of children, usually eight or fewer, taken into the home of a child-care professional or, more often, a mother trying to earn extra money while raising her own children at home. Home day care may or may not be licensed by the state; the centers must be.

Child care is going to be a critical social issue in the next decade

Licensing, however, is no guarantee of quality—as a recent number of sex-abuse scandals showed. The range of quality in both types of day care runs from excellent to non-existent.

Good day care depends, experts say, less on housing or equipment than on the attitude of the day-care provider—whether it's the director of the center or the woman in her home. PARADE visited centers and homes physically well designed and well equipped where children were dirty and planted in front of a television set for hours at a time, as well as centers and homes run on a shoestring where children were involved in carefully designed educational activities.

The pay scale for staff at day-care centers runs from less than minimum wage to about $10 an hour for a 40-hour work week, 40 weeks a year, with minimal benefits and little worthwhile training. The turnover is high: 15 percent to 40 percent a year. Most centers are open 10 hours a day, 5 days a week, 50 weeks a year. Most employees at the centers are women. About 40 percent have had some college education. In home care, the majority of women are under age 30, earn close to the minimum wage and have less educational experience.

To many parents, however, day care for their children is a financial burden. The average cost for a preschooler in day care is $57 a week, and in some centers the fee goes above $100. According to one study, day-care expenses average 10 percent of the gross income for the working family—making day care the fourth-largest expenditure after housing, food and taxes.

Good day care does exist in America, and those who provide it increasingly are disturbed by the low quality that is prevalent as well as by public attitudes toward the problem.

"We're talking about the future here," says Jan Yocum. "If we want to survive, we have to look at our children. They are our social security. We can't keep thinking that this is the family's problem. A community thrives or dies on its families."

According to Yocum and others, progress is impeded by attitudes ranging from "day-care centers degrade a neighborhood" to "mothers should stay at home and raise their own children."

One of the country's showcases of a community that has organized its day care is headquartered in Orlando, Fla. Community Coordinated Child Care for Central Florida Inc. is a private, non-profit membership organization that links public and private agencies and families with small children. Called 4C, it provides information and referral, training, fund-raising literature, health maintenance assistance, child care funds and many other support services for working mothers. Its financing has many sources: United Way, county and city governments, the State of Florida Department of Health and Rehabilitative Services, federal and private money.

Parents are raising the children, says 4C founder Phoebe Cottingham. It's the idea we organized around. Our operation revolves around the parents' wishes."

By 1990, there will be an estimated 65.5 million children under age 6 whose mothers will be in the labor force. Child care is going to be a critical social issue in the next decade.

Day care is a continuum, says Eileen Galinsky of the Bank Street College of Education. "No one should raise a child alone. Even within the family structure we need other people for support. Good day care is really nothing more than an extended family. We have to think that we are all raising America's children."

Senator HAWKINS. We thank you for your caring and for joining us in the Child Support Act.

This hearing is over.

[Whereupon, at 12:35 p.m., the committee adjourned.]

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